Improving Educational Quality (IEQ) Project

FORMATIVE EVALUATION OF USAID/HAITI EDUCATION PORTFOLIO: FINAL REPORT

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American Institutes for Research

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United States Agency for International Development

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January 2001

Contract #HNE-I-00-97-00029-00

Foreword and Acknowledgements

This formative evaluation report of the USAID/Haiti Education Portfolio program is comprised of three main sections that cover (a) the organizational structures and partnership approach, (b) the impact of the education services offered to primary schools by the project and (c) the cost-effectiveness of the resources used. In addition to these analyses, the report contains a concluding chapter summarizing the recommendations developed in each analysis. A second part contains 10 appendices, including the methodological tools used for the investigation conducted in the schools The executive summary appearing at the beginning of the report gives an overview of the evaluation approach and the results obtained. Overall, the evaluation was conducted in a spirit of collaboration and sharing of knowledge between the members of the JUAREZ team and ED2004 project staff. We hope that this evaluation raises ideas worth pursuing that will enable the USAID Education Portfolio decision-makers and the ED2004 project manager to better meet the strategic objectives for primary education.

The JUAREZ & Associates evaluation team would like to sincerely thank all ED2004 project personnel who facilitated our research and analysis work by supplying all the information required and by being constantly available to answer our many questions. We are particularly indebted to Mr. Jean Georges Dehasse, the project director, who warmly supported our mission throughout the entire process and generously transferred to the team his enthusiasm for the project. We also wish to thank MENJS authorities and agents both in Port-au-Prince and in the regions, who were most hospitable and willing to share their opinions with us, both favorable and critical. Our thanks also go to the ten sponsors who received us with open arms and gave us all the help we needed with field research. Finally, we are grateful to all the parties concerned (principals, teachers and students) and to the parents who gracefully put up with our questions and observations.

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Abbreviations and Acronyms

ADEPH	Association des directeurs d'écoles privées d'Haïti
ADRA	Adventist Development and Relief Association
AED	Academy for Educational Development
ARD	Associates in Rural Development
BCEP	Bureau de coordination de l'enseignement privé
CAEB	Certificat d'aptitude à l'enseignement de base
CARE	Care International
CCP	Coordonnateur communautaire pédagogique
CEP	Certificat d'études primaires
CEEC	Commission épiscopale de l'Enseignement catholique
CFET	Training Center
CGE	Communauté de gestion d'école
CNEH	Confédération nationale des enseignants Haïtiens
CONFEPIH	Confédération des écoles privées indépendantes d'Haïti
CRS	Catholic Relief Service
CTQE	Cellule technique de qualité de l'éducation
DA	Directeur des activités
DDE	Direction départementale de l'Éducation
ECP	Encadreur communautaire pédagogique
FAD	Formation à distance - Distance Training
FEPH	Fédération des écoles protestantes d'Haïti
EFACAP	École fondamentale d'application, centre de ressources pédagogiques
FONHEP	Fondation nationale haïtienne des écoles privées
FOSCASEC	Fondation Salvaius Cajuste pour la santé et l'éducation communautaire
FF	Formateur de formateurs/Trainer the Trainer
MEEG	Mission Église Évangélique Eben-Ezer des Gonaïves
MENJS	Ministère de l'Enseignement National de la Jeunesse et des Sports/Ministry of National Education, Youth, and Sports
NGO	Non-governmental Organization
PAEH	Projet d'appui à l'éducation en Haïti (Coopération française)
PAENA	Projet d'appui à l'école nouvelle dans l'Artibonite (Coopération canadienne)
PNEF	Plan national d'éducation et de formation/National Education and Training Plan
PVO	Private Voluntary Organization (Organisation privée volontaire)
RFP	Request for Proposal
SADA	Service and Development Agency of the African Methodist Episcopal Church
SAVE	Save the Children USA
SOAG	Strategic Objective Agreement Grant
SO4	Strategic Objective 4 (increasing human capacity)
STEM	Service technique d'entraide de la MEEG
UNAP	Université nationale autonome de Port-au-Prince
UNIQ	Université Quisqueya
UNNOH	Union nationale des normaliens haïtiens
USAID	United States Agency for International Development

Executive Summary

1 Objectives

This mid-term formative evaluation of the USAID Education Portfolio in Haiti focuses on the results obtained to date in the two projects carried out in partnership with MENJS — ED2004 and SOAG (Strategic Objective Agreement Grant). The evaluation also sheds some light on the impacts of the Enhancing Food Security II project, one objective of which is to improve primary education through its school feeding program.

The JUAREZ & ASSOCIATES evaluation team, consisting of four international consultants and four local investigators, carried out its mandate in Haiti between mid-September and the third week of November 2000. Results are expected to indicate how well the examined projects meet USAID objectives in the Haitian education sector. The program's strategic objective (SO4) — under which education is placed— is increased human capacity. The intermediate result is improved quality of primary education, and the sub-intermediate results are as follows: better instruction and learning in primary schools; better community support to primary schools; improved policy framework for private-public sector collaboration.

The educational services offered by ED2004 include: training of teachers, principals and community members (especially parents); implementation of innovative curricula —in distance education for example—; distribution of teaching materials, MENJS programs and textbooks; fostering of active participation of parents and community members in school matters; networking and collaboration between schools. These services were to reach 600 schools, 3 600 teachers, 600 principals and an unidentified number parents (and other members of the school community). The ultimate beneficiaries are 240 000 children. Moreover, ED2004, as well as SOAG, were to conduct a certain number of policy dialogue activities leading to improved public and private collaboration in the education sector.

Most of the evaluation team's efforts focused on the ED2004 project and the viability and effectiveness of the strategies used by the execution agency, the AED/TMG/EDC consortium. Both project management and results attained in the schools were scrutinized. Findings and lessons learned should help define the activities to be carried out by the end of the present project (September 30, 2001) and in planning USAID's future aid program (ED2010).

2 Methodology

First, the JUAREZ team developed a methodological approach and research tools that were submitted and accepted by the USAID mission. Afterwards, local researchers were recruited and trained while logistics for the field survey was planned with ED2004 managers and the sponsors.

The evaluation team worked on existing data (reports and documents already available) and produced new data using its own tools. Interviews were carried out with the ED2004 technical staff and managers, higher and middle level managers of MENJS (DDE and BDS), as well as with representatives of the ten sponsors subcontracting with ED2004. The project annual expenditures especially sponsors sub-contracts were examined from the project files in Port-au Prince. A questionnaire dealing with teacher training was administered to the ECPs who attended a training session on distance education.

The school survey aimed at measuring project impact on teaching quality by comparing the use of child-centered pedagogical methods and math exams results in both ED2004 schools and control schools. In all, 31 schools in four geographical and educational departments were observed. Nearly all (97%) principals of these schools and grade-3 and grade-5 teachers as well as 25 groups of parents were interviewed. Class performance data comes from 4272 children of which 794 were evaluated with the math test produced by ED2004.

It is important to remember that the evaluation took place when the project had been underway in the schools for only two years. This limits the scope of the evaluation. It is risky, after such a short time, to try and link children's academic success and project activities. Of course, it is possible to observe some changes in the pedagogical techniques of the teachers who participated in the various training programs but it is difficult to directly link these behavioral changes with the generally satisfactory academic success of the children taught by these teachers.

3 Results

3.1 SOAG

SOAG is a Strategic objective grant agreement between USAID and MENJS. The budget of $1.3 million is part of a total envelope of $6 million over 5 years. It aims essentially at the implementation of the ONP (Office National du Partenariat). In terms of efficiency (disbursement capacity), results to date are less than 1%.

The two parties to the agreement, USAID and MENJS, acknowledge that the project is stalled and are not satisfied with it. There appears to be common agreement on intentions and objectives, but not on approach or process. A MENJS Action Plan is being studied and a new approach reviewed to get the project back on track. According to the proposed scenario, the ED2004 project (or rather the current contractor for the ED2004 project) would play a role in terms of managing funds.

3.2 ED2004 : institutional aspects

MENJS. In the past USAID has enormously helped structuring private organizations and associations in the education sector, namely by its support to FONHEP. With ED2004, a better collaborative scheme with MENJS was envisioned but, to date, has seemed hard to implement. The signature of the MOU only came in September 1998, one year after the project had effectively started. After having started without MENJS, ED2004 managers timidly tried to build bridges with the Ministry but without much success. The project steering committee (Conseil mixte d'Education), functioning more or less as a political mediation body, has not much changed the independent nature of ED2004. The desire for more serious collaboration between the two parties is however showing results in different areas i.e. the support to EFACAP.

The MENJS's wish to fully participate in the donor-supported activities in the field of education is entirely legitimate. A meaningful collaboration requires, of course, that the Ministry have the capacity to effectively deal with arising issues and to ensure adequate dissemination and flow of information. This is unfortunately not the case with ED2004. The concerned directorates (DEF and DFP) receive no information on the project's activities, and the Ministry's decentralized agencies (DDEs and BDSs) have been only marginally involved in the planning and monitoring of these activities.

The ED2004 project team is dynamic, enthusiastic and convinced that the project plays an important role in the country's education sector. The team members are satisfied with their remuneration, like their work and agree to work overtime (between 5 to 10 hours per week on average). They also appreciate the flow of information in the office but do not always understand the decision-making process. Some team members consider the project to be understaffed. In our opinion, the questions to be addressed are whether the most efficient service delivery model is being used and whether there might be too much micro-management?

The CTQE is a component of ED2004 that produces pedagogical material. The CTQE's experts are neither Haitians nor members of a Haitian educational institution. Thus, there is little opportunity, if any for the CTQE to transfer program development skills and knowledge to local human resources. In the long term, it is pointless to have good teaching material produced only by expatriates.

There is no clear distinction between project planning and execution. Planning of the project has continued during its implementation, as if the original plan (defined by the RFP) was inadequate or not up to date and required continual revision. In this manner, many changes to the original plan were made without proper documentation and formal approval. It is unacceptable to see an excellent project design being ignored and relegated to the files.

Reporting. ED2004 has so far produced 11 quarterly reports, the first one for the fourth quarter of 1997 and the last one for the second quarter of 2000. There is no evidence of these reports having been reviewed, commented and approved by a Haitian or American body different from or superior to project management.

The sponsors. 10 entities, known as sponsors, provide the link of ED2004 with the schools. Three of these were chosen on the basis of a call for tenders. The others were selected and hired in an informal manner. The three major “food program” NGOs (CRS, CARE and ADRA) were strongly recommended by the USAID mission, while SAVE, FOSCASEC, PAM, SADA and APV were selected through various mechanisms and for various reasons, often through word of mouth, which of course favors those who have access to inside information. There is therefore no mechanism to promote competition among sponsors. A classification of sponsors based on 13 criteria revealed that they all are non-profit organizations, half of them with headquarters outside Haiti. The income of three of the local sponsors is made up to over 50% by ED2004 funds. Only two of the local sponsors specialize exclusively in education. It should be noted that seven of the involved sponsors have developed methods to promote community participation that the project could put to better use.

Sponsors/ED2004 relations. While generally satisfactory, the relations between sponsors and ED2004 could be better in certain technical matters, notably communications, planning of activities and service delivery.

FF-CC-ECP structure. The project employs 66 facilitators (master trainers, community training supervisors —*encadreurs pédagogiques communautaires*— and community coordinators), hired by the sponsors, who deliver the services offered. The MENJS and the private sector organizations have their own supervisors exercising similar functions: in November 2000, there were 399 MENJS inspectors and 224 private-sector facilitators / supervisors. Once the project closes, the ED2004 facilitators will disappear. It is therefore essential that the permanent staff, of both public and private systems, participate actively in ED2004's implementation if the project's innovations

are expected to leave a sustainable impact. Indeed, it does not seem logical to add alongside an existing structure another one that has no future.

Inspectorate. There are education-management models in which the supervision of teachers is the responsibility of school principals rather than of external inspectors. This is in line with the decentralization of the management of education. In light of the lack of resources for the inspectors to effectively fulfill their mandate, it might be appropriate to reinforce the capabilities of school principals. The project should henceforth provide a forum for a thorough debate of this matter.

Sponsors' responsibility. The ECP structure brings out two alternative approaches that a project such as ED2004 could follow: a) providing the sponsors with resources and supervising their work - as practiced by the project up to now -, or b) giving more responsibility to the sponsors by prescribing the time-bound achievement of well-defined results and leaving them the choice of appropriate means. To follow the latter approach would reduce the importance to the ECP structure and imply that the ED2004 education specialists concentrate on supporting and advising the sponsors and monitoring the outputs of the sponsors' activities.

The cluster approach. Neither the 82 schools of the 15 first clusters (Cohorts 1, 1998-1999), nor the 291 schools of the following year's 50 clusters (Cohorts 2, 1999-2000) were selected according to the principle of core schools specified by the project design. The selection was undertaken by considering quality school criteria on the basis of a list submitted by each of the sponsors. The application of these criteria had the effect of eliminating the poorer schools, representing at least 60% of primary schools. Rather than selecting the schools of a given cluster gradually over the years, all schools of the cluster were selected in the same year. While this approach may be considered realistic, it had the effect of solving a logistics problem at the expense of greater community participation.

The less developed schools. Certain sponsors (particularly SADA and APV) have an integrated development approach; community participation is required for school improvement. This has led to the benefit of including in the ED2004 clusters schools that did not conform to specified quality criteria. In other cases, it was difficult to find in a given locality a cluster of schools of an adequate level, and certain schools not meeting the criteria were selected. On the whole, however, the selection favored the higher-level schools, which is contrary to the objectives of a development program targeting the poorer segments of Haitian society.

The advantages of school clusters. ED2004 has undoubtedly led to more dynamic relations among primary schools in the intervention areas. Schools that are far apart now follow common education programs. Schools hitherto divided by being either private or public, laic or religious, catholic or protestant, etc. now have the common goal of improving the quality of education. This is a new phenomenon in Haitian education where confrontations between the private and public systems are the norm. While the advantages of the cluster approach clearly outweigh the disadvantages, there is considerable room for improvement. The subdivision of clusters into committees practiced by ED2004 presents a risk of impeding sustainability. On the other hand, any structural evolution originating from within the cluster should be welcomed.

The in-service training program offered by ED2004 is essentially suitable but would have a greater impact if it followed the applicable policy of the MENJS. The program that the DFP of the Ministry plans to undertake is ambitious: it intends to upgrade the 42 000 primary school teachers over a period of 10 years, during each of which three modules would be taught. ED2004 could assist the Ministry in this matter based on the experience acquired so far.

Quantitative results. In its first three years of operation, the project has reached between 60 and 65% of targeted individuals in the educational services. During the project's fourth year, these percentages will not increase since the people receiving education or benefiting otherwise from the project will be the same.

Gender equality. ED2004 has no "gender equality" position that would allow a gender specialist to monitor the project's progress in this area. It must be noted, however, that women lead two of the project team's four technical sections. At the management level, the Director of Activities is a man but the Administrator is a woman. Thus, there is no male domination as far as the project team's key positions are concerned. As to the sponsors, four of the 10 managers of ED2004 activities are women. In the FF-CCP-ECP structure, women represent between 35 and 45% of all staff. Of 10 FF, five are women, which increases the presence of women at this higher level of the facilitator structure.

The review of teaching materials shows that those produced by the FONHEP put more emphasis on gender equality than those of ED2004. The management of ED2004 should make an effort to correct this shortcoming.

Classroom observations did not reveal any systematic gender bias in the treatment of pupils. No positive or negative discrimination towards one or the other gender of the pupils was observed, whether when they were questioned, when they participated in learning exercises or when they were requested to conform to class rules.

3.3 Quality aspects

The analysis of the quality component of the study dealt with project activities, as well as the intermediate results, and strategic objective of the USAID-Haiti education portfolio, i.e. enhancing the human capacities. The various data collection and analysis instruments, including the sampling of schools, were developed in collaboration with the ED 2004 team and sponsors. These instruments were tested, validated and finalized before being used in the sample of schools.

General Findings

- Not all schools visited by the evaluation mission meet the ED2004 selection criteria, and the composition of school clusters varies with the sponsor and its specific development rationale. This makes it difficult to compare clusters and draw conclusions.
- There are significant age differences between students of the same grade and the same class. The considerable number of over-aged children in school raises the problem of the adequacy of teaching material, and the content of teacher training. ED 2004 did not take this variable into consideration.
- The length of the school year, expressed in terms of number of school days, varies significantly from one school to another. For example, during the 1999-2000 school year, it ranged from 118 to 185 days. Depending on the school attended, this difference may represent the equivalent of 3 months of exposure to a teaching-learning relationship between the students and their teacher. ED 2004 is not instrumented to exercise control over this variable.
- Schools now have at their disposal management tools and pedagogical aids barely existing at the time of the Diagnosis of the Education System in 1995. If those instruments can now be regarded as “givens”, their utilization is not fully integrated in the working habits of the

teachers, especially school statistics, learning objectives, class preparation notebooks and the detailed program (National curriculum). Schools benefiting from the ED 2004 full service package for two years (Cohort 1) make better use of those instruments.

Math Test Results (pre- and post-test developed by ED 2004)

On the whole, the students' math test results are unsatisfactory. The average mark was 47.3% and the average student success rate was 48.3%, which is below the passing rate of 50% set by the MENJS. Students from the schools receiving the ED2004 full service package (Cohorts 1 and 2) succeed significantly better than the average. There was no significant differences between the results from the control schools and the FAD only schools. However, the math test used by the ED2004 project does not allow for adequate measurement of students' performance. It is flawed by various biases in the format of the questionnaire, the content of certain items and the links with the MENJS detailed program (National curriculum). Those biases may affect all students.

Student-centered pedagogy (classroom observations)

Active pedagogy does not appear to be fully integrated into the teaching and the classroom interactions in the schools visited are still very little student-centered. However, teachers from Cohort 1, who participated in ED 2004 training session for 2 years, show a better mastery of the interactions related to lesson management than all other teachers of the sample. This could provide an explanation for the better performance of grade 4 students in the math test for Cohort 1 schools.

Pass Rates and Academic Success for 1999-2000

The results in the math test and the classroom observations, as well as the data on pass rates and academic success for 1999-2000 provide a portrait of the actual quality of education, but do not allow for an assessment of how the schools involved in the ED2004 project have evolved. The data collected is nevertheless in line with national statistics, and shows a drop in the CEP pass rate for 1999-2000. In other respects, schools from Cohort 1 obtain the best CEP pass rate, FAD only schools the best pass rate in grade 5, and control schools the best pass rate in grade 3. Academic success in math does not follow this pattern: the best performances are found with the full service package schools in grade 3, and with the FAD only schools in grade 5 and at the CEP. Those results suggest that academic success in math could not be considered a good indicator of "promotion" to a higher grade, nor a condition for passing. Moreover, those results raise questions about the relevance of the FAD in the Haitian context which, despite generating a higher success rate in math, does not induce an equivalent pass rate.

Varying Academic Success and Pass Rates between 1997-1998 and 1999-2000

Control schools have produced, over the 1997-2000 period, the highest pass rates in grade 3 while the FAD only schools the highest pass rates in grade 5 and at the CEP. Cohort 1 schools take the second place for pass rates in grade 3 and at the CEP. By and large, ED 2004 has had a positive impact on grade promotion in the schools that participated for at least 2 years in the project, including FAD. With regard to academic success in math, FAD only schools produced the better increases of performances, for all grades. However, comparing math success rates with pass rates appears to limit the influence of FAD on overall academic success since the differences between math success rates and pass rates for FAD schools are in all cases over 60%, whereas for schools receiving the full service package these differences do not exceed 35% for both Cohorts.

School canteen (school feeding programs)

The comparison of schools benefiting from a feeding program and those that don't generated contradictory results in all cases. Thus, control schools without school canteen obtained the best results in the math test administered in grade 4, and the highest success rates of all the schools being tested. With regards to math success rates and pass rates for the school year 1999-2000, students from the control schools and the FAD only schools obtained better pass rates when there was no canteen in the school. School canteen seems to have a positive impact on pass rates only at the CEP level for the full service package schools, especially for Cohort 1 schools where the pass rates are then higher than in the control schools. These results raise serious questions regarding the role of the canteen as a determining factor in academic success.

Complementary Factors in Academic Success

Age differences in the classroom. Results from the 3rd and 5th grades students demonstrate that during the 1997-2000 period, classes where the age groups were more homogenous and where the age difference was the closest to the standards for those grades, the greater the chances for passing and for success in mathematics. In light of the data collected, taking into account the age factor in a classroom should be a priority in efforts to improve the quality of education in Haiti.

Teachers' characteristics. Only one characteristic turned out to be significant on the increase of pass rates and math success rates over the 1997-2000 period, and that was teachers' initial training. For both pass rates and math success in grade 3, the greatest increases in rates of success are linked to specialized training in education, CAP or teachers' college. As regards grade 5 pass rate and math success, Bac (1 or 2) level training or university training is linked to better performances.

The cost of schooling. While there appears to be a link between the tuition fees paid by parents and the 3rd grade pass rates and 5th grade math success rates, when those figures are applied to all classes in a school, it is not possible to establish significant links between these variables.

3.4 Economic aspects

The present evaluation, as far as the economic context of the project is concerned, aims not only at the auditing of conditions and control mechanisms put into place but stresses the importance of maintaining controls and accountability throughout as to ensure the effectiveness of this project until its completion. The main questions asked were as follow: i) Is it possible to follow the execution of the project budget in close relation with the related tasks to be achieved? ii) Can the management efficiency of the project be evaluated by looking at the unitary costs of activities carried out and the number of actual beneficiaries reached?

Regarding the first question, the technical team in Port-au-Prince depends completely on the financial reports submitted by the sub-contractors in Washington. Indeed, ED2004 in Port-au-Prince is not able to report effectively on the credit accounts related to the operational tasks (tasks 03 to 08) carried out by the sub-contractors in Washington. As to the second point, the calculation of unitary costs, taking into consideration all the necessary precautions related to this exercise, constitutes an excellent management indicator as for the follow-up of the sponsors on one hand and the efforts of the project on the other hand. However the absence of integration between budgetary lines and operational costs did not permit to judge management efficiency.

The first part of the evaluation presents an initial panorama of the budget and its execution (implementation) related to tasks; a first calculation of unitary costs (related to the sponsors' budget for the year 1999-00) and the problems encountered during the evaluation. This work should help as base-line data for an end-project evaluation..

ED2004 has not yet generated a full-fledge management information system (MIS). A MIS must eventually reflect the accounting, financial and economic dimensions in an integrated approach.

4. Stakeholders' observations

At the end of the evaluation mission three debriefings were given: one with the Sponsors and the staff of ED2004, another with MENJS representatives and a last one with the USAID mission. The Sponsors were reluctant to the fact that the JUAREZ evaluation make use of findings in the classroom to judge their capacity to manage ED2004 sub-contracts. According to them, there are many other reasons (region of intervention, urban/rural milieu, type of school involved, etc.) that may explain divergences observed in classroom. Nonetheless, they suggested that ED2004 put into place an evaluation mechanism based on comparable indicators to account for the performance of the Sponsors.

FONHEP confirmed that the private institutions felt threatened by ED2004 because they had not been implicated enough in the planning and implementation of the project. FONHEP represents the federations of the catholic, protestant and independents. It has been suggested that better cooperation with MENJS could be promoted through the establishment of local committees where representatives of the project and inspectors could work together.

The MENJS representatives mentioned that in a follow-up program which would eventually integrate SOAG and ED2004, priority should be given to the Office National du Partenariat. Furthermore, MENJS suggests that ED2004 should inquire about the methods utilized by the Ministry to evaluate student academic achievement in the classrooms. To this end the project counterpart in MENJS would be the *Enseignement et Qualité* general directorate.

MENJS pointed out the resemblance between the school-clusters and the EFACAP model. Could the clusters become EFACAPs? Finally, the project PAGSE (European Union) was mentioned. The PAGSE works with regional structures under the MENJS decentralization scheme and it would be of importance for ED2004 to keep track of their work.

5 Conclusions

To this day ED2004 has well performed and has acquired experience with its various partners. The present project contractor should be maintained, without further tendering, for another 3 years phase starting September 2001. In difficult conditions, the project managers have managed to establish a delivery system of education services in some 370 Haitian primary schools. The cluster approach, giving the original core-school concept a new impulse, could produce a snowball effect and should be maintained.

Some adjustments should be made to the partnership model put forth by the Sponsors to encourage a greater participation of the Haitian institutions working in the education field. A better cooperation with the MENJS is already taking place and the table is set for the ED2004 approach to serve as a point of reference for other donors. The approach should be consolidated and there

should be participation at all meetings initiated by donors interested in the education sector. The evaluation of the performance of the project in the area of pedagogical activities shows that, in general, there is a good delivery of services.

The ED2004 project is based on 12 development hypothesis that were discussed by the evaluation team. There is an overall agreement on the fact that some of these hypothesis are bound to have a positive effect on student academic success, i.e. better teaching methods (Hypothesis-1); teacher training (H-2) and reformed education policy (H-3). However, it was not possible to show the relation between student academic achievement and the school canteens (H-4), parent participation (H-5) and school-clusters (H-6).

Among the six other hypothesis three seem to be false. In fact, the evaluation team, contrary to way has been put forward in the ED2004 principles, estimates that: the absence of efforts to improve the physical conditions and school environment may hinder the achievement of project objectives (H-7); family poverty may prevent school attendance and hamper academic success (H-8); the inter-donor coordination is necessary to meet program objectives (H-9).

The last three hypothesis were not confirmed or unconfirmed : the regional differences do not affect the academic performance (H-10), the greater accessibility to school is not a means to reach the strategic objective (H-11) and, finally the school feeding program does not create an added expense for the parents (H-12).

6 Summary of Recommendations

RECOMMENDATION 2-1: COLLABORATION WITH MENJS

The ED2004 project should pursue joint activities already underway with MENJS and promote new activities so as to establish various partnerships with public authorities. These experiences will set an example for the next phase of the project.

RECOMMENDATION 2-2: INTEGRATION OF SOAG AND ED2004 PROJECTS

The SOAG project and the ED2004 project operate in a parallel and independent fashion. They both share, however, the task of improving dialogue between the private and the public sectors, and each project has a role to play in establishing EFACAPs. In future, these two projects should be integrated within a single program supporting the Haitian education sector.

RECOMMENDATION 2-3: CREATION OF A BIPARTITE JOINT COMMITTEE

A bipartite MENJS/USAID committee should oversee the ED2004/SOAG project. FONHEP can be invited to participate in the committee as the main private sector representative.

RECOMMENDATION 2-4: RELATIONS WITH REGIONAL MENJS STRUCTURES

ED2004 should establish the rules for sponsor collaboration with decentralized MENJS units, rather than letting sponsors determine for themselves what type of collaboration should be established.

RECOMMENDATION 2-5: PROJECT TEAM

Revising the roles and clarifying the responsibilities of human resources and the 4 technical cells, particularly as regards the monitoring/evaluation function, should lead to better results.

RECOMMENDATION 2-6: INFORMATION

ED2004 should review the information package required by sponsors and carefully examine how that information contributes to reaching the objective of the project.

RECOMMENDATION 2-7: PRODUCING TEACHING MATERIAL

The ED2004 project should take the necessary steps to assign Haitian resources to CTQE design activities.

RECOMMENDATION 2-8: PLANNING

- Undertake, with the current AED/TMG/EDC consortium, the planning of an ED2004 project consolidation phase for a new 3-year period extending from October 1, 2001 to September 30, 2004.
- Prepare, for contractual purposes, a brief project document in order to select a contractor. This project paper will not attempt to predefine everything, but will explicitly outline what is expected of the contractor.
- Have the contractor be responsible for producing a detailed implementation plan that meets the approval of both parties, namely MENJS and USAID. Subsequently make sure that the implementation plan becomes the master document, on the basis of which progress can then effectively be measured.
- Take the time required (6 months or even longer) to establish detailed planning of the strategies and activities to be carried out in the implementation plan.

RECOMMENDATION 2-9: MONITORING/EVALUATION

USAID should hire an independent monitoring agent whose duties would include monitoring, commenting on quarterly reports, advising the steering committee and assisting the contractor in designing and maintaining a performance measurement framework, in addition to monitoring partnerships with private and public sector organizations.

RECOMMENDATION 2-10: PARTNER ORGANIZATIONS

Avoid choosing partners without recourse to competitive bids. A system that does not promote competition and competitiveness in resource allocation risks falling short of the efficiency objective, defined as being the 'best quality at the best price' principle.

RECOMMENDATION 2-11: FUNCTIONAL PARTNERSHIPS

The short-term development of partnerships (with MENJS and the Private sector) at the supervision/inspection level would indeed be a major challenge, and the ED2004 project could make a significant contribution either in the coming year or during the second phase of the project.

RECOMMENDATION 2-12: THE FUTURE OF SCHOOL INSPECTORS

In a context of limited financial resources, any debate over the school inspection function should be as objective as possible. An academic resource management approach based on results rather than processes could induce decision-makers to favor a system that values and empowers those who manage schools well. The ED2004 project should be involved in that debate in the future.

RECOMMENDATION 2-13: MORE RESPONSIBILITY FOR SPONSORS

During the next phase of the ED2004 project more responsibilities should be transferred to Sponsors, particularly NGOs and other institutions already working in the education sector.

RECOMMENDATION 2-14: EVALUATION OF SPONSORS

Despite the difficulties inherent in designing an objective sponsor evaluation methodology (given their different levels of involvement), it is important that ED2004 compare sponsors based on results achieved.

RECOMMENDATION 2-15: CORE SCHOOLS

It is important to revert to the initial concept of the core school, which is the center of a network of schools in a community. The core school with its strong standards (the current ED2004 criteria) forms a partnership with other schools in the community (regardless of their structural level), creating a cluster that includes both strong and weak schools.

RECOMMENDATION 2-16: SCHOOL SELECTION

During the coming year, or at least during the 3-year extension phase, new schools joining the clusters should make the first move, and a mechanism should be established to receive and analyze requests

RECOMMENDATION 2-17: ONGOING TRAINING OF TEACHERS AT MENJS

During its extension phase, the ED2004 project must design its teacher training modules by linking them with what has been developed by MENJS in that field. The experience acquired by the ED2004 project could contribute to the development and implementation of a realistic program.

RECOMMENDATION 3-1 : SCHOOL STATISTICS

Reinforce the monitoring system of classroom data collection, including teachers' behavior and pedagogical skills, and of school statistics, especially the teachers' and students' attendance records. This will allow a better tracking of the evolution of the academic success and of the quality of teaching.

RECOMMENDATION 3-2 : MATH TEST

Revise the math test used by ED 2004 to measure the student performance in order to avoid cultural bias and to better comply with the MENJS official curriculum.

RECOMMENDATION 3-3 : USE OF THE EVALUATION INSTRUMENTS

On the basis of the data collected by the evaluation team, especially the data related to the 1999-2000 school year, set up a database on the actual situation in the school which will serve as a basis for assessing the future performance of the project more systematically. To this end, the tolls developed in collaboration between the evaluation team and the ED 2004's CTEQ should be integrated to the existing instruments used by the project and, in some cases, the evaluation tools could even replace existing instruments, particularly those related to classroom observation.

RECOMMENDATION 3-4 : REINFORCE THE TRAINING

Reinforce the teachers' training activities in placing emphasis on a more efficient use of the various pedagogical tools and aids, such as : the use of statistics in school management, the use of lessons objectives and class preparation notebooks in support to the pedagogical relation between the teacher and the student, the detailed program (official curriculum) as a teaching planning and working tool.

RECOMMENDATION 3-5 : OVER-AGED STUDENTS

Integrate the issue of over-aged students in the project's rationale since it became evident that, according to the results of the analysis of the academic success, taking the makeup of school groups and classes into consideration is a priority to improve the quality of education in Haiti.

RECOMMENDATION 3-6 : COMPLEMENTARY STUDIES

Conduct complementary studies to better identify the determinants of girls' academic success and to identify the links between the socio-economic characteristics of the school environment and the school canteen, and their impact on school success.

RECOMMENDATION 4-1: DETAILED IMPLEMENTATION STATEMENTS

The ED2004 team in Port-au-Prince must be given more detailed information on subcontractors' expenditures in Washington, and sooner, in order to conduct better monitoring of project operational tasks.

RECOMMENDATION 4-2: UNIT COSTS

A definitive calculation of a series of unit costs should be determined per performance indicator for task 03 (school services). It could be used for project monitoring (comparing the cost of cohorts) and for the final evaluation.

RECOMMENDATION 4-3: DEVELOPMENT OF MIS

The distribution, archiving and access to contract information must be reconsidered. Budget information and the accounting system must be compatible, and this information must be linked to information on performance indicators for effective follow-up of sponsors' results.

1 Introduction

1.1 Terms of Reference Overview

This mid-term formative evaluation of the USAID Education Portfolio in Haiti focusses on the results obtained to date in the two projects carried out in partnership with MENJS - ED2004 and SOAG (Strategic Objective Agreement Grant). The evaluation also sheds some light on the impacts of the Enhancing Food Security II project, one objective of which is to improve primary education through its school feeding program. Most of the evaluation team's efforts focus on the ED2004 project and the viability and the effectiveness of the strategies used by the execution agency, the AED/TMG/EDC consortium. The concrete results of this exercise are recommendations that will allow for an increase in the cost-effectiveness of the USAID resources allotted to improving the quality of primary education and establishing a propitious political and regulatory environment for both public and private primary schools. The lessons learned will help in defining the activities to be carried out by the end of the present project (September 30, 2001) and in planning USAID's future aid program (ED2010).

1.2 The Evaluation Team

The Work Plan submitted on September 25, 2000 by the Juarez & Associates evaluation team describes the objectives, the components analyzed, the methodologies used and the implementation schedule. Overall, the objectives set out in the Work Plan were met. The evaluation team consisted of 4 international consultants [1] supported by a team of 4 local investigators [2] who collected data in the field between the middle of September and the third week of November. Interviews were organized with staff of the ED2004 technical team and various supervisors and officers of MENJS (DDE and BDS), and also with representatives of the 10 sponsors selected as partner organizations for the ED2004 project. The investigation of significant project impact in the classroom covered 31 schools in 4 departments (representing 10% of the schools affected by the project). The evaluation covered 3 specific areas: (a) institutional aspects, including aid delivery strategies and choice of partners; (b) the value of the educational services offered and their impact on the quality of education in the schools; and (c) cost-benefit analysis. The preliminary results of the evaluation were shared in debriefing sessions with the sponsors, and with MENJS and the USAID mission. The list of those who participated in these meetings is presented in Appendix 1-1.

1.3 Evaluation Context

The ED2004 project, which began in September 1997, had completed 3 years of activity at the time of the evaluation. Following an initial implementation phase of almost one year which focused on mobilizing resources and establishing partnerships with the various sponsors, the project managed to offer educational services in the schools for only 2 academic years, i.e. 1998-1999 and 1999-2000. The length of the project is 49 months, from September 1, 1997 to September 30, 2001. However, after 33 months of operations ED2004 was obliged to implement a plan for closure and inform its employees of a cessation of services in May, 2000. This was a

[1] William Rideout (3 weeks, teachers' training); Fadi Abillama (4 weeks, cost-benefit analysis); Luc Gilbert (12 weeks, quality/equity); Alfred Sicotte (12 weeks, institutional aspects and mission head).

[2] Rose-Esther Sincimat (5 weeks, gender aspects and school quality survey); Joseph Foerster (4 weeks, school quality survey); Eddy Pascal (4 weeks, school quality survey); Gabrielle Renfort (3 weeks, ED2004 math test administrator).

result of the decision by the U.S. Senate to freeze funds for fiscal year 2000. The event highlighted the fragility of the project and acutely underlined the issue of the viability of project activities. Several stakeholders expressed the discouragement of the various partners, terming the situation incomprehensible and unfair. Fortunately funds became accessible again in June, and the project was able to resume its activities. The widespread insecurity in the country on the eve of the presidential elections of November 26th did not prevent research activities from going ahead, and the mission proceeded according to schedule.

The evaluation therefore took place when the project had been underway in the schools for only two years. This short period thus limits the scope of the evaluation. It is risky, after such a short time, to try and link children's academic success and project activities. Of course, some changes in the pedagogical techniques of the teachers who participated in the various training programs should be easily observed. Indeed, no changes would be cause for concern. On the other hand, it is much more difficult to directly link these behavioral changes with the generally satisfactory academic success of the children taught by these teachers.

1.4 Objectives Pursued and Development Assumptions

The program's strategic objective (SO4) is increasing human capacity in Haiti (see logical framework, Appendix 1-2). The intermediate result is the improvement of the quality of primary education, and the sub-intermediate results are as follows:

- Better instruction and learning in primary schools;
- Better community support to primary schools;
- Improved policy framework for private-public sector collaboration.

According to USAID's *Performance Monitoring Plan, SO 521-00401*, the key indicator for measuring whether strategic objective SO4 was met is the percentage of children who complete the 6th year of primary school, i.e. the CEP or primary school completion certificate. It turns out that this indicator cannot really be used in this evaluation since most of the educational services offered are aimed at 3rd grade students. Moreover, after two years the students who were the first to benefit from these services were only in the 5th grade in the fall of 2000. The only way to evaluate whether the final result (or strategic objective) was met is by examining what goes on at a previous level in the chain of causality, i.e. at the level of the intermediate or initial results. A detailed review of the results obtained at these two levels is presented in Section 3 of the report, which deals with academic results.

To reach the intermediate result of "improving the quality of primary education", the USAID mission bases its approach on 6 key assumptions:

1. Better classroom instruction and learning will increase scholastic success as measured by reduced repetition and dropout rates, leading to better rates of on-time completion of primary schooling

2. Training teachers and principals, proper use of classroom materials, student-centered teaching and interactive radio instruction will increase classroom learning as measured by achievement tests.

3. School feeding programs increase student attendance and students' readiness for learning, which in turn influences academic success.

4. Increased parental and community involvement in school matters has an impact on academic success and also contributes to fostering more democratic behaviors and attitudes, in accordance with the USAID objective of a strengthened civil society.

5. The cluster approach, which emphasizes school networks, increases the cost-effectiveness of USAID support.

6. Educational policy reform, specifically establishing quality standards in partnership with the private sector and increasing the number of licensed schools, will lead to improved quality of primary education.

These assumptions listed above are used to justify the choice of interventions and activities financed by the program. Other plausible assumptions for improving the quality of primary education in Haiti were not retained by USAID as the basis of the ED2004 project. These assumptions, which are expressed negatively, are as follows:

1. Failure to upgrade physical conditions of the school environment does not prevent attainment of the SO4 objective.

2. Differences between schools in terms of regions, academic programs and legal status (public or private) do not affect scholastic performance.

3. The relative poverty of a family does not adversely affect school attendance and academic success.

4. A substantial increase in access to primary school is not a condition for reaching the strategic objective.

5. Inter-donor coordination is not a necessary factor in meeting the strategic objective.

6. The school feeding program does not increase schooling costs for parents (two other assumptions regarding meal times and nutritional value must be added to this one).

The relevance and rationale of these 12 different assumptions are examined in greater detail in Section 6 of this report. Nonetheless, several arguments validating or invalidating some of these assumptions are presented in the body of the report.

1.5 Implementation Strategies and Activities

Specific implementation strategies and interventions apply to 4 different areas:

- How the ED2004 project is set up and partnerships implemented;
- The cluster approach as a means of intervention in the schools;
- Gender equality;
- Policy dialogue.

For the ED2004 project, the RFP[3] singles out two types of activities that should be pursued, i.e. service activities and policy dialogue activities.

Activities related to educational services (p.28 of the RFP) that are part of the core package include:

- training of teachers, principals and members of the community (especially parents of students);
- implementation of innovative curricula, including distance learning;
- supplying pedagogical material, in particular teaching programs and textbooks;
- the active participation of the parents and the community in school matters;
- networking and collaboration among schools.

These services were to be offered in 600 schools to 3,600 teachers, 600 principals and an unspecified number of parents (and other members of the school community). The final beneficiaries are some 240,000 children (or 1,000 schools of 240 pupils each). These figures come from the AED proposal and not from the RFP.

Activities related to policy dialogue were to include a set of activities aimed at reinforcing the implementation of the PNEF (National Education and Training Plan). Two aspects have been proposed:

1. short and long-term technical assistance for training, workshops and lectures;
2. research grants for surveys and other efforts that help establish PNEF standards and mechanisms in both the private and public sectors;

As for the SOAG, 4 types of activities were selected:

- activities deemed essential that are of common interest for the private and public sectors (national examinations, school calendar, etc.);
- establishing 5 EFACAP centers;
- carrying out 5 communal activities (private/public) that promote governance and the involvement of all partners in defining policy, planning, information and evaluation;
- providing support to key players in the private sector.

[3] The RFP (Request for proposal) is the tender document in which we find (completely or in part) the Project document which will also be in Section C of the executing agency's contract.

2 Results Obtained

2.1 SOAG

Given that the SOAG project has only been underway for a year or so it will be dealt with immediately, thus leaving the major scrutiny of this evaluation focused on the ED2004 project. It seems obvious that SOAG was intended to compensate or complete what the ED2004 project was to achieve in terms of policy dialogue, as outlined in its project charter. Note that, as regards implementation of activities designed to stimulate policy dialogue, the ED2004 project has not met with great success. Of the total funds to be allocated to research and investigative projects meant to reinforce the PNEF, only $45,000 was allocated to SAVE for a study of the Maïssade community schools in the Central Plateau. This activity has little do with establishing dialogue with MENJS. Another activity supported was the "Symposium sur le Nouveau Secondaire," with the ED2004 project covering advertising and translation costs. More recently, in the fall of 2000 a consultant was hired for a 2-month period to work on an Action Plan for the implementation of 8 EFACAP centers, an activity much more in line with the goal of reinforcing PNEF projects and programs. In the coming year, other activities of a similar nature will be financed, in particular a statistical data collection operation in conjunction with MENJS officials.

> **RECOMMENDATION 2-1: COLLABORATION WITH MENJS**
> The ED2004 project should pursue joint activities already underway with MENJS and promote new activities so as to establish various partnerships with public authorities. These experiences will set an example for the next phase of the project.

As for the SOAG project, it has not been a resounding success. Intended to foster discussion and strong policy dialogue between the private and public education sectors, this project is entirely focused on establishing partnerships. The grant agreement was signed on September 30, 1999, two years after the ED204 project was initiated. The two parties to the agreement, USAID and MENJS, acknowledge that the project is stalled and are not satisfied with it. There appears to be common agreement on intentions and objectives, but not on approach or process. There is no operating plan, no steering committee (apart from nominating representatives for each party) and no management manual. As there is no mutual agreement between the two parties on SOAG disbursement procedures, only one activity has been completed to date, and that is support for the establishment of the Commission Nationale de Partenariat. Even for this activity, however, it seems that USAID standards were not followed by MENJS as regards recruiting the consultant in charge of the operation. A MENJS Action Plan is being studied and a new approach being reviewed in order to get the project back on track. According to the proposed scenario, the ED2004 project (or rather the current contractor for the ED2004 project) would play a role in terms of managing funds.

SOAG has a budget of $1.3 million and is part of a total envelope of $6 million over 5 years. Apart from the USAID management fees, the planned breakdown is as follows: $463,000 for essential activities; $500,000 for the 5 EFACAP centers and $300,000 for ONP (Office National du Partenariat) partnership activities. In terms of efficiency (disbursement capacity), the results to date are less than 1%.

Current arrangements are such that SOAG covers the cost of two positions in the Executive Secretariat of the Commission Nationale du Partenariat. The position of one of the two consultants is currently financed by the European Union (EU), but this financing will terminate shortly. When the funds come from the EU, the selection mechanism as well as the contracting and payment

procedures are well defined and appear to function with no apparent problems. However, when the funds come from USAID these mechanisms are not as clearly detailed, which explains why the two consultants were not yet under contract in November 2000. The condition imposed by USAID for management of American funds by MENJS is that MENJS undergo a USAID-supervised audit. This formula was successfully applied at the Ministère de la Santé, but MENJS refuses to comply and the SOAG project remais stalled. Why are both projects not part of the same program, and thus the same planning process? The response of stakeholders to this question is that the history of each project is different.

RECOMMENDATION 2-2: INTEGRATION OF SOAG AND ED2004 PROJECTS

The SOAG project and the ED2004 project operate in a parallel and independent fashion. They both share, however, the task of improving dialogue between the private and the public sectors, and each project has a role to play in establishing EFACAPs. In future, these two projects should be integrated within a single program supporting the Haitian education sector.

2.2 ED2004: Project Organization

2.2.1 Role of MENJS

The executing agency (the consortium headed by AED) set up a project office during the implementation phase and mobilized resources without establishing a formal agreement with the Haitian government. It was only on September 10, 1998, a year after project startup, that a memorandum of understanding was signed by the Government of Haiti and USAID (the signing authorities being MENJS and the USAID director). The organization chart in Appendix 2-1 presents the hierarchical and operating structure as of November 2000. The structural diagram in Appendix 2-2 presents the steering committee (Comité mixte de coordination) responsible for monitoring the project in accordance with the conditions of the MOU. These two diagrams are included to demonstrate that there is no real integration between the project structure and its supervising committee.

Indeed, the steering committee functions in neutral fashion, in that it does not fully play its role as the top-level project authority. The committee consists of five members, two of whom come from MENJS, and includes representatives from MENJS, USAID and FONHEP with the DA (project director) of the ED2004 project invited on occasion to attend committee meetings. However, since the project director has not been invited to meetings of the committee since the summer of 1999 (according to our information), the functional and/or hierarchical relationship between the committee and the project it supervises is not apparent. It is therefore a committee whose role is more consultative, informational and political in nature. Ordinarily the committee should have a role to play in terms of planning and monitoring activities, its task being to approve changes in strategy, work plans and schedules.

On the other hand, the FONHEP private school organization is part of the steering committee and, as a sponsor, a project recipient. This makes it both judge and jury and places it in a position of conflict of interest. Moreover, this raises the question as to why FONHEP is part of the steering committee for a project agreed to by USAID and MENJS. FONHEP signs its own grant agreements with USAID and in that regard receives a USAID grant of 4 million gourds per year. That makes it a leading stakeholder, not a MENJS representative. Given that USAID signs grant agreements and official agreements with MENJS and that each represents its respective country,

there is in our opinion nothing preventing the creation of a bipartite authority to supervise the educational cooperation project or program.

> **RECOMMENDATION 2-3: CREATION OF A BIPARTITE JOINT COMMITTEE**
> A bipartite MENJS/USAID committee should oversee the ED2004/SOAG project. FONHEP can be invited to participate in the committee as the main private sector representative.

If USAID wants to channel 80% or more of its funding toward the private education sector (private schools and private school associations), there is no reason why such a direction should not be approved by a bipartite USAID/MENJS committee. On the other hand, USAID is entitled to determine the terms and conditions for disbursing US funds. If USAID selects an American firm as implementing agency, that should in no way prevent it from establishing a close partnership with MENJS as regards contract supervision. Nonetheless, the representatives of the firm responsible for contract implementation (ED2004 or the next one) should be ex officio members of the bipartite joint committee.

MENJS wants to be a required partner in any educational intervention organized by donors, and that is its right. However, a commitment to efficacy must also be part of the equation, i.e. efficient data processing and effective circulation of information. But in the case of the ED2004 project, it is obvious that the main branches of MENJS directly involved in the project (DEF and DFP) were not informed as to how the project was to be carried out. Our interviews with the directors of these two branches revealed their almost total ignorance of the project activities, apart from whatever information can be gathered from hearsay. Quarterly reports on the ED2004 project have been submitted since 2000 to the MENJS director general in French, which means that the first nine quarterly reports were produced in English only. Unfortunately, these reports are not circulated inside MENJS to the relevant branches (or at the very least to the branches concerned).

Our mission was informed of the fact that six months after the agreement between MENJS and USAID was signed, the DDEs still did not know that the ED2004 project had been "officialized". Mention is made in the ED2004 quarterly activity report for July-September 1999 that the DA and two other specialists made a presentation to Departmental Education Directors. The presentation featured the terms and conditions of the USAID/MENJS memorandum of agreement. Note that at the time (the summer of 1999), the project had been underway for two years! For its part, the JUAREZ evaluation mission interviewed two Departmental Education Directors (i.e. the Artibonite and West directors) and, according to the information obtained, they were not aware of ED2004 project operations. While it is true that information about contracts and agreements with donors circulates with difficulty within MENJS in Port-au-Prince, it is also true that information circulates poorly between Port-au-Prince and the regions.

It must be mentioned that the ED2004 project has a reputation of being a maverick operation. While MENJS in Port-au-Prince views it as being a good collaborator or partner, that is the officially polite view. In the field (see point 3.3.2), the DDEs and the BDSs are more vocal in their criticism. They want the ED2004 project and its sponsors to be more accountable to school administrators and inspectors. In fact, it seems that the ED2004 project depends on its sponsors to establish relationships with regional MENJS structures.

RECOMMENDATION 2-4: RELATIONS WITH REGIONAL MENJS STRUCTURES
ED2004 should establish the rules for sponsor collaboration with decentralized MENJS units, rather than letting sponsors determine for themselves what type of collaboration should be established.

2.2.2 The ED2004 Project Team

To carry out its mandate, the contractor set up an independent office in Pétion-Ville, a private villa transformed into a project office with a small ED2004 sign on the front door. The management staff (technical team) consists of 11 people, 4 women and 7 men. There are 3 expatriates and the other 8 are local employees. Technical assistance personnel recruited outside Haiti includes the project leader (or DA), the specialist in charge of the Cellule technique Qualité de l'éducation (CTQE) and the head of the management unit.

The RFP made provision for 3 long-term key personnel positions: the project leader (education planner), a financial management specialist and a specialist responsible for curriculum and distance learning development. The consortium found a project leader, a financial specialist and a distance learning specialist. The "curriculum development" portion of the third full-time position was taken over by a short-term consultant scheduled to intervene only 4 months per year. At the end of the first year, however, that consultant position was transformed into a permanent position. The curriculum development specialist then became head of CTQE. As for local resources, 5 full-time positions were planned for the following specialties: teacher training, community development, distance education, donations management and procurement.

Six people have education science degrees : 4 of them from foreign universities and 2 from a Haitian university. The other 5 have either a university degree in social sciences or administration, or relevant experience in their field of expertise, or both. The person responsible for monitoring and evaluation is also in charge of logistics and many other staff management aspects. In April 2000 the position of bursar (or logistics specialist) was abolished following the dismissal of the appointed bursar for reasons never made public. There is a difference between monitoring resource management tasks related to ED2004 and monitoring activities in the schools. For the latter task, an education specialist with a good knowledge of computer science would be more appropriate. In general, the human resources on the ED2004 technical team have the requisite skills to carry out their mandate.

RECOMMENDATION 2-5: PROJECT TEAM
Revising the roles and clarifying the responsibilities of human resources and the 4 technical cells, particularly as regards the monitoring/evaluation function, should lead to better results.

The technical team is dynamic, enthusiastic and convinced that the project plays an important role in the Haitian education sector. The resources are satisfied with their remuneration, like their work, agree to work overtime (between 5 to 10 hours per week on average) and appreciate the flow of information in the office but do not always understand the decision-making process. Several informants have implied that the project was understaffed. In our opinion, the question is whether the service delivery model selected is the most efficient. The ED2004 project must review the management style established with sponsors. Is there a more efficient way to reach the same goals? Is there too much micro-management? Is the number of ED2004 follow-up and monitoring reports that the ECPs are obliged to complete really useful? Shouldn't the ED2004 project set the rules

and let the sponsors act? In that case, the ED2000 project team could concentrate on allocating resources and monitoring results.

To get back to the ECPs, they must fill out the following forms for ED2004: a monthly work plan, a weekly log book, a quarterly sheet for each school, a summary table of the monthly situation, a meeting report form, a training evaluation form, a class observation form and a school registration form, as well as monthly and quarterly technical reports. The FFs consolidate the above mentioned documents and send a quarterly report to ED2004. That raises two questions. Do the sponsors have the time to take advantage of all this information? Does ED2004 use it to plan its future activities?

> **RECOMMENDATION 2-6: INFORMATION**
> ED2004 should review the information package required by sponsors and carefully examine how that information contributes to reaching the objective of the project.

The technical staff members are under contract with one of the consortium's 3 member firms and are paid directly by the firm. This contractual arrangement can cause some confusion within the team by undermining the project leader's authority. The evaluation team observed rather strong differences of opinion among the expatriate personnel concerning the strategies to pursue to meet the project objectives. It is possible that these differences are also fueled and accentuated by the contractual arrangement, which encourages direct communication between the firms and their employees (and not through the project leader). This system of disseminating information is a potential source of conflict. There is no magic solution to this type of problem, which occurs when more than one firm are working on the same project. The members of the consortium must be aware of this and act tactfully.

Organization Chart 1 does not include the numerous executive or advisory committees that exist or have existed within the ED2004 project office. Each new task to accomplish or service to render has, more often than not, been assigned to a specific committee or task force that disappeared once the task was accomplished. This is also the case for the various selection committees established for the project (service provider selection, cluster selection, etc.). The project management staff is supported by a Comité de Pilotage (guidance committee) consisting of 4 members (the DA, the administrator, the head of CTQE and the leader of the management unit). The monthly meeting with the sponsors is another project management tool that has the merit of fostering ongoing dialogue with the partners.

It should be noted that the use of ad hoc committees enables the project to allocate a large number of resources to a specific task, which facilitates the flow of information and broad-based consultation for decision-making purposes. It also encourages employee participation. On the other hand, the proliferation of ad hoc committees, whose composition is determined by the DA, instills a climate of uncertainty in the planning process and undermines the accountability and autonomy of the Cellules techniques.

The CTQE plays a very important role in designing the educational approaches promoted within the ED2004 program. It also produces pedagogical material used in various training sessions (FF-CCP-ECP), which ultimately lead to teachers changing their behavior in the classroom. The CTQE functions like a team of training program designers (curriculum developers). However, the two resources working for the CTQE are not Haitian and not part of Haitian educational institutions. There is thus no imperative within the CTQE to transfer program development skills and knowledge to local resources. In the long term, it is pointless to have good teaching material produced only by expatriate human resources.

RECOMMENDATION 2-7: PRODUCING TEACHING MATERIAL

The ED2004 project should take the necessary steps to assign Haitian resources to CTQE design activities.

2.2.3 Project Planning

The history of the project is rife with strategy changes and reorientation, adopting a trial and error approach. While staying on course toward the final strategic objective, the ED2004 project has often taken a winding road or an altogether different road than that envisaged by the planners and designers and outlined in the RFP. All the changes that occurred during the course of the project have not been recorded in official documents (for example, in the minutes of an executive committee meeting approving all these changes).

What changes occurred? A few examples will illustrate the point. The decision not to include the DDEs as project partners is a major departure from the original design, since the RFP planned for activities in conjunction with MENJS. Obviously during the first year (1997-1998) the situation was not conducive to establishing a partnership with the DDEs (for the very good reason that the memorandum of understanding with the Department of Education had not yet been signed). It would have been possible by 1999, however, to resume the goal of DDE inclusion. That would have allowed for eventual signing of contract agreements regarding the introduction of clusters, either directly with the DDEs or through sponsors operating in the area in question.

Other examples of strategy changes include the fact that, after three years, there are very few partners specialized in education (2 out of 10). This is another change in strategy, as the original intention was to use education sector NGOs to provide the educational services of the ED2004 project. There is also the fact that FONHEP's teaching certification program, CAEB, was not selected as a reference framework for training, and the fact that schools were selected according to quality criteria rather than on a core school basis.

The three annual work plans produced by ED2004 explain part of these changes, but offer no systematic explanation. Nor does the changing terminology help in understanding or distinguishing what was to be done from what was actually done.

With the resumption of activities once funds were released in June 2000, ED2004 organized the Phoenix meeting (appropriately named for the mythical bird that rises from its ashes). That meeting, a 3-day brain-storming, led to an Action Plan with the main priority being the institutional strengthening of sponsor organizations. Was there any subsequent debate or discussion? Was this approach approved? These questions must be raised for, on the face of it, reinforcing international NGOs so that they operate better in Haiti is not particularly useful for the development of Haitian education sector NGOs.

What is clear from this approach is that, in reality, project planning was conducted simultaneously with project implementation, as though the initial planning (as described in the RFP) was insufficient or out of date and had to be redefined and fine tuned as the project evolved. In other words, those with the mandate to implement the project are also responsible for its ongoing planning. The project managers introduced changes that were, in their opinion, relevant. If there is no indication to the contrary from the senior management of the consortium in the United States or from the USAID mission in Haiti, they will continue to do so. We found no trace of a request for justification for the numerous changes made to the project. From the project monitoring and

evaluation standpoint, it is preferable that any changes made to the initial plan be duly recorded and approved. There is no point in having an analytically impeccable and methodologically sublime project document if it is not monitored, but rather shelved or archived.

In our opinion, it is necessary to go back to the basics of the project cycle with its three major stages: planning, implementation and evaluation. These three aspects cannot be pursued simultaneously, unless the how and the why are clearly explained. If the project document included in the implementing agency's contract is not up to date or is not feasible, that fact should be explicitly recorded in an appropriate document. If the technical proposal submitted by the firm that was awarded the contract is out of date, that too should be clearly noted. One possible solution would be to make the implementing firm (the contractor) responsible for producing its own Implementation Plan at the outset. Once duly approved, that document would become the reference document. Each annual work plan should be based on the Implementation Plan and detail all changes made. In addition, concrete authorization (and not a tacit lack of objection) must be obtained so that the annual work plan can be implemented.

The project ends in September 2001. Various initiatives can be taken in the next nine months to improve the scope of interventions and relations among partners, but the impact of the project in the schools will still be difficult to measure. Ideally, the ED2004 project would undergo a consolidation phase that would allow for an assessment of the progress made in terms of the intermediate objective of "improving the quality of primary education". To meet this expectation, the JUAREZ evaluation mission recommends the following course of action:

RECOMMENDATION 2-8: PLANNING

- Undertake, with the current AED/TMG/EDC consortium, the planning of an ED2004 project consolidation phase for a new 3-year period extending from October 1, 2001 to September 30, 2004.
- Prepare, for contractual purposes, a brief project document in order to select a contractor. This project paper will not attempt to predefine everything, but will explicitly outline what is expected of the contractor.
- Have the contractor be responsible for producing a detailed implementation plan that meets the approval of both parties, namely MENJS and USAID. Subsequently make sure that the implementation plan becomes the master document, on the basis of which progress can then effectively be measured.
- Take the time required (6 months or even longer) to establish detailed planning of the strategies and activities to be carried out in the implementation plan.

2.2.4 Monitoring/Evaluation System and Reports

In development projects, the reporting system is one of the components of the monitoring and evaluation framework (or M&E). Periodical reports serve not only to meet contractual obligations, but also allow for monitoring of operations. The ED2004 project has produced 11 quarterly activity reports. The first quarterly report covers the October-December 1997 period, and the last one the April-June 2000 period. There is no written documentation indicating that these reports were read, commented on and approved by a different authority or by an authority beyond the project managers in Haiti. Each report has 3 sections: (a) project management, (b) activities and (c) partnership work. This uniform table of contents does not include a standard format for presentation of activities carried out at the school, cluster and sponsor levels.

The first 9 activity reports are written in English only, and the two reports produced in 2000 are in French only. All reports were to be produced in both languages.

The project was to have a monitoring and evaluation system, and performance indicators were to be monitored, with grids prepared for that purpose. When conducting a diagnosis of the schools and launching the clusters, statistics were compiled but in several cases were incomplete. It does not seem that a systematic effort was made to review performance indicators in each school when the project was started. While the system was well designed, it functions only with great difficulty, no doubt because it is one of the myriad tasks to accomplish in the project. The ED2004 project could have been supported in this regard by external resources. USAID did not contract with an independent firm or consultant to act as external monitoring agent for the project.

> **RECOMMENDATION 2-9: MONITORING/EVALUATION**
> USAID should hire an independent monitoring agent whose duties would include monitoring, commenting on quarterly reports, advising the steering committee and assisting the contractor in designing and maintaining a performance measurement framework, in addition to monitoring partnerships with private and public sector organizations.

2.3 Service Delivery

2.3.1 Intermediate Institutions: The Sponsor

In 1998, 5 service providers and 6 sponsors[4] were selected as partners. During the summer of 1999, all partner organizations became sponsors. In November 2000 there were 10 under contract with ED2004 (see Sponsors Typology below). Instead of direct interventions in the schools, the project strategy is to choose partner organizations as relay agents, namely the service providers and the sponsors. The service provider is an institution specializing in education, while the sponsor is an organization in contact with a school network (regardless of its specialization or mission). The service provider is supposed to show the sponsor how to deliver quality education products in the schools (most of these services involve human resources training). An organization can be both service provider and sponsor (as is the case with STEM and FONHEP), when it specializes in education and operates in a school network.

This terminology (service provider and sponsor) is not used in the USAID RFP. The only terms used in that document are partner organizations and customer. In one section of the RFP, entitled *Customer/Partner Participation and the Results Package Team* (p.17 and following pages), the service delivery logic is described using an analogy to consumer product marketing. The ED2004 project must support the partner/customer (NGO and PVO) in delivering services to the end user (teachers and children). In using the term *sponsor* instead of the term *customer* to identify the partner organization, the ED2004 project makes a semantic change that does not help to clarify reality. In common language, the word sponsor is used to identify an enterprise that finances, for its own advertising purposes, a sports, cultural or other activity presented by another party. In this case, however, all the sponsors who manage ED2004 activities are paid to do so. On the other hand, they are not really customers since they do not pay for ED2004 products. If a comparison with the consumer market is absolutely necessary, these intermediate organizations should be

[4] The service providers were UNIQ, CFET, FONHEP, STEM and UNAP. The sponsors were ADRA, CARE, STEM, PAM, CRS and FONHEP.

termed “marketing agencies”. In the end, the word partner, while its meaning is very general, is no doubt the more appropriate term.

The RFP identifies the following as potential partner organizations: ARD, FONHEP, DDE, CEEC, FEPH, CONFEPIH, ADEPH, CENEH and UNNOH. It also indicates that a synergy should be created with the organizations managing the school feeding program. The AED/TGM/EDC consortium proposal cites the following as partners: FONHEP, CARE, CRS, ADRA, DDE and BCEP. In both cases, FONHEP is considered the main partner in the ED2004 project. It should also be noted that the DDEs are considered potential partners in both cases.

All selected sponsors are private organizations governed by either the Ministère des Cultes, the Ministère des Affaires Sociales, the Ministère de la Coopération or by MENJS. Three of them (STEM, UNIQ and FONHEP) were selected following a public call for tender for education service providers that was published in the *Nouvelliste* for a 5-day period (from 01/30/98 to 02/03/98). In fact, the 10 organizations that submitted proposals were all prequalified, and 5 of them acted as service providers (UNAP and CFET, plus the 3 already mentioned) during the first school year covered by the project (1998-99). An internal evaluation of the performance of the Service Provider system concluded that the costs were very high and the services rendered of questionable quality. It was decided that the ED2004 project would directly take charge of training at the sponsor level via the ECPs. At that time, 3 service providers became sponsors.

The other 7 sponsors were selected in a less formal fashion, very often based on the recommendations of influential third parties. The three major “food program” NGOs (CRS, CARE and ADRA) were strongly recommended by the USAID mission. ADRA was rejected for reasons of unsound management, while the other 5 sponsors (SAVE, FOSCASEC, PAM, SADA and APV) were selected through various mechanisms and for various reasons, often through word of mouth which naturally favors those who have access to insider information. There is therefore no mechanism to promote competition among sponsors. Could the ED2004 project have made better choices? The question is worth asking.

RECOMMENDATION 2-10: PARTNER ORGANIZATIONS

Avoid choosing partners without recourse to competitive bids. A system that does not promote competition and competitiveness in resource allocation risks falling short of the efficiency objective, defined as being the ‘best quality at the best price’ principle.

2.3.2 Comparison of Sponsors

A study of the different sponsors under contract with the ED2004 project offers an overview of the “strengths and weaknesses” of the project partners.

The characteristics used to build the typology presented in Table 2-1 (below) correspond to questions that provide a better understanding of the nature of the sponsors and the role they can play in reaching project objectives. The last column gives an idea of organizations that share the same characteristics. It sheds light on ED2004 choices, given that all these organizations did not become sponsors by happenstance. They were all duly chosen.

Table 2-1: Sponsor Typology

Based on 13 characteristics	APV	CARE	CRS	FONHEP	FOSCASEC	PAM	SADA	SAVE	STEM	UNIQ*	Total
Headquarters not in Haiti		U	U			U	U	U			5
Headquarters in Haiti	U			U	U				U	U	5
Organization is of a religious nature			U				U		U		3
Specializing in education				U						U	2
No previous education experience prior to ED2004					U						1
Has a woman manager for ED2004		U		U				U		U	4
ED2004 represents 50% or more of annual budget				U	U					U	3
ED2004 accounts for 30% to 50% of annual budget									U		2
Has its own community participation tools	U	U	U			U	U	U	U		7
Selected by ED2004 following RFP process				U					U	U	3
Has its own human resources in education				U				U	U	U	4
Obtained an off-road vehicle from ED2004		U	U	U				U	U	U	6
Dismissed ECPs in April 2000						U				U	2

* UNIQ: The information concerns more specifically the Faculté des sciences de l'éducation (FSED)

Comments

Organization Headquarters. In the case of the ED2004 project, this aspect is split down the middle. Half the sponsors have their headquarters in Haiti, the other half outside the country. This seems to be a well-balanced mix (whether intentional or not), as there is little merit in having all the sponsors from Haiti or, on the contrary, all from outside the country. A local organization offers knowledge and awareness of the milieu, in addition to a completely Haitian management team. An outside organization offers technical, financial and human resources connected to the outside world (almost exclusively the USA, except for PAM). Also of note is the fact that outside sponsors are all large entities operating at the international level, with the exception of SADA (which, apart from Haiti, operates only in Africa). There is no partnership between these sponsors in the context of the project (except for SAVE and APV who share the same FF). Each organization runs its own show for its own profit from individual contracts with ED2004. Nevertheless, they all find themselves at the same roundtables organized by ED2004. The project therefore serves as a coordination center where these 10 organizations can meet and share ideas and solutions to their different problems. This undoubtedly represents an advantage in terms of strengthening Haitian civil society and contributes to the coordination of NGOs' education activities, which is already evident at the various regional roundtables.

Organizations of a Religious Nature. The fact that only three sponsors out of ten are affiliated with a religious organization is a rather low representation, given the context of the Haitian education system where the majority of private sector institutions have religious affiliations. A sectoral study of NGOs[5] estimates at 3,000 the number of basic community organizations belonging to evangelical or non-evangelical denominations. As each of these churches sponsors a good number of schools, this means that a high percentage of the 11,000 or so primary schools have a religious affiliation. FONHEP was not placed in this category since it represents not only the Catholic and Protestant sectors of private education, but also independent private schools whose religious

[5] Alice L. Morton, Haïti - NGO Sector Study, World Bank, March 1977

affiliation (if any) is not specified. Because of the "umbrella" coverage of FONHEP, the claim cannot be made that religious organizations are under-represented in terms of the number of sponsors. The Haitian Education Act[6] stipulates in Article 2 that "education is a public good and a right guaranteed by the state". Chapter 2 of the Act makes a distinction between public and non-public sectors with the latter category including religious schools and non-denominational schools. In addition, the national curriculum for basic education makes provisions for moral, civic and religious education.

Organizations Specializing in Education. Only two sponsors are, properly speaking, education sector entities. None of the 5 outside sponsors is recognized as competent in primary education in its home environment except for SAVE USA, which is developing a community school model in various African countries. Nevertheless, its mission is to help underprivileged children by supporting health, education and economic development. As for Haitian sponsors, there are only two organizations with close ties to the education sector, i.e. FONHEP, an umbrella organization that regroups second-level organizations in the private education sector and UNIQ, a private university with a very dynamic education faculty. Haitian education sector organizations are thus under-represented in terms of the total number of ED2004 project sponsors.

Organizations with Previous Education Experience. Only one organization, FOSCASEC, had not previously managed an education project. Founded in 1994, this Cabaret foundation is mostly known for its health activities, having managed projects for the Pan-American Foundation, WHO and UNICEF (a kindergarten health project). This means that the ED2004 project had to supply the organization with almost everything, from training products to be delivered to human resources to do the teaching. All the NGO had to do to become a sponsor was to simply be there.

Organizations with Women Managers. Table 1 shows that there are only 4 women responsible for managing the ED2004 project. This could mean that gender issues will be better taken into account by these partners, but there is no guarantee that that will be the case. On the other hand, the presence of women at ED2004 meetings with sponsors ensures a balanced participation of both sexes.

Financial Scope. The ED2004 project represents more than 30% of the sponsors' annual budget in 5 cases out of 10. As for the 3 local sponsors (FONHEP, FOSCASEC and UNIQ-FSE) for whom ED2004 financing represents more than 50% of the annual envelope, their dependency is obvious. A termination of funding could only mean a serious downturn. In the case of FONHEP, which also receives an annual grant of four million gourds from USAID, termination of American funding would have drastic consequences. The two Haitian organizations whose sole mission is education are in the same situation. For large organizations specializing in food distribution (PAM, CARE and CRS), the ED2004 envelope represents about 1% or less of the annual budget. ED2004 funding is not very significant, and these organizations can function well without it. They are clearly more independent vis-à-vis the project. For the other organizations, the ED2004 project accounts for between 3% and 30% of the budget for APV, SAVE and SADA, and represents almost 50% for STEM (these are approximate figures, as the evaluation mission did not have access to all financial data). Regardless of the proportion of overall budget that the ED2004 contract represents, all the sponsors are keen to pursue the cluster schools approach.

Organizations with their own Community Participation Tools. Not surprisingly, 70% of sponsors have their own community development tools. Inevitably, any NGO that interacts with grassroots

[6] The proposed Education Act (projet de Loi d'orientation de l'éducation - July 1998) has not yet been approved by Parliament.

communities ends up creating its own strategies, approaches and methods in terms of building awareness and stimulating participation among its target clientele. There are all sorts of local management committees: PAM school canteen management committees, the APDP (Association of Parents, Students, Principals and Teachers) committees organized by CARE , the CRS parent/teacher associations (APP - Association des parents et de professeurs), the SAVE community school management committees and the STEM parent committees, to name but a few.

For its part, the ED2004 Cellule technique (responsible for community participation and networking) produced its own Community Participation Guide for use by the ECPs. It makes a distinction between the immediate school community and the community at large. While contending that it does not want "to create new structures parallel to those that already exist, but seeks to revitalize existing structures"[7], the participatory approach outlined in the guide includes providing operational teaching teams, establishing school management committees, creating a cluster directors' committee and convening a school general meeting (to set up internal committees such as a parents' association). In other words, the ED2004 project comes into play with its own prescriptions for community development in the schools, and it intends to implement them via the ECP structure. In an activity report forwarded to the ED2004 project, a sponsor complains of having had to quickly supply ED2004 with the number of parent committees created by the ECPs and of being unable to find that number because no photocopies had been made. In such a situation it is not surprising that there is a certain amount of confusion among those solicited, given the number of committees they are expected to participate in. Nor is it surprising that these parents and community members merely resign themselves to proceeding as indicated in order to obtain the eventual benefits from the funding source.

The CPCR has its own point of view on the parents' association. According to its specialists, the association's committee consists of 11 to 15 members including the school principal, who acts as advisor. There is a desire in Haiti to regroup all school management associations. Two scenarios were brought to the attention of the JUAREZ team. The first concerns the MENJS parent committees, and the second the CGE groups (school management communities) proposed by the Canadian cooperation PAENA project.

Table 2-2: APE Structure

School administration / Levels	PAENA (CGE statutes and regulations project), January 1999	MENJS (Parent Committees Guide – working document), March 2000
Local	School Management Community	School parents' committee
Zone		Zone parents' committee
District	CGE District Union	District parents' association
Department	CGE Departmental Federation	Departmental Federation of parents
National	National Confederation of CGEs	National Confederation of parents

Organizations selected following RFP Process. This point is discussed above in section 2.3.1

Organizations with their own Education Resources. Only 4 sponsors have on regular staff basic human resources specializing in education. All other sponsors hired specialists or education agents for the ED2004 contract. This appears disproportionate, given the fact that the goal is to strengthen Haitian education sector institutions. CARE is a special case, as it operates a school health

[7] ECP Community Participation Guide, October 1999 version, p.4, ED2004.

program in 227 schools with its own funds and manages two education projects (UNICEF and ED2004) in 46 of the 227 schools.

Organizations equipped with an Off-road Vehicle. This aspect highlights the fact that some sponsors have off-road vehicles (which is the case for the 5 sponsors with the greatest number of clusters, with the exception of PAM) while others do not. The number of clusters under the responsibility of one sponsor is usually the criterion used for supplying a vehicle. Those who do not get a 4-wheel drive vehicle are supplied with motorbikes to travel to the villages, and about 40 motorcycles have been distributed. All the large NGOs were supplied with a vehicle by the project, despite the fact that the comparative advantage of having them as partners was that they would use their own resources for ED2004 purposes. There was supposed to be a cost-effective advantage in selecting NGOs with their own means of transportation. The mission was not able to see precisely how the existing NGO resources were used to promote the project. As a general rule, however, it seems that ED2004 project work is scheduled by NGOs when funds are made available.

Organizations that dismissed ECPs in April 2000. This point only illustrates the precarious nature of the ECP structure. In fact, ECPs risk dismissal as soon as there is any problem with outside funding. The fact that only 2 ECPs were laid off (or quit) when funding was halted is not really significant, as the period of financial uncertainty really only lasted one month. In all likelihood, if the project had been suspended for 4 months the ECP structure would have been completely disbanded, because sponsors would no longer have been able to pay their salaries. Despite declarations from one and all (sponsor managers and school principals in particular) proclaiming a strong desire to pursue the ED2004 project with other sources of funding, it is no easy task to find another budget item for the work of the ECPs or the FF/CCPs on short notice.

2.3.3 Relations between ED2004 and Sponsors

The 10 sponsors were contracted to deliver the education services in all of the r the 65 school-clusters in the program, 15 from Cohort 1 and 60 from Cohort 2. Note that thee word “cohort” refers not to the number of pupils tracked from one year to the next, but rather to the number of clusters chosen by the project in 1998 and 1999.

The number of clusters from both cohorts by sponsor is, in order of importance, as follows: STEM-14; UNIQ-12; FONHEP-12; CRS-7; PAM-6; SAVE-4; SADA-3; CARE-3; APV-2; and FOSCASEC-2. With the exception of STEM, all the sponsors are represented in Port-au-Prince.

While not going into the details with every sponsor, the evaluation team broached with each one of them the issue of sponsor relations with the ED2004 project. Generally speaking, we noted an overall satisfaction tempered by criticisms of certain technical points, especially communications, activity planning and service delivery. Some sponsors pointed out that they were not notified in advance of ED2004 field missions. Others mentioned that they were informed at the last minute of activities to be carried out, and that ED2004 feedback (comments, etc.) on information provided was rather slow in coming, if it came at all. Certain sponsors note that “orders” from the ED2004 project are often modified by “counter-orders”, which does not allow for proper planning of activities. Also noted was the fact that the ED2004 project often proceeds too hastily. Consensus was that it would be better to take more time to put activities into place. Complaints were also made about delays in contract management. Note that during the fall of 2000 the ED2004 project modified its financial management structure, which will most likely have a positive impact on relations with sponsors.

The above mentioned difficulties can be partly explained by adjustments made during the initial implementation phase and the difficulty of managing 10 sponsors across the country. With its *Cellule des opérations* and its 3 correspondents, the ED2004 project has acquired the means to coordinate contacts and interventions with sponsors. However, communications could possibly remain a subject of contention and distortion, given the current reality of complicated information flow in Haiti. Monthly meetings with sponsors should help resolve questions of uncertainty as regards activities to be carried out. This does not preclude longer term planning or keeping partners informed.

2.3.4 The FF-CCP-ECP Structure

Neither the RFP nor the AED proposal make any reference to a body of *Encadreurs pédagogiques communautaires* (ECPs) who would report to the ED2004 project. The ECP is first and foremost an ED204 employee who supervises the pedagogical work of the service providers (there were 8 in 1998). When the service providers became sponsors in the summer of 1999, all the ECPs became employees of partner organizations. They are now included in contract agreements between the ED2004 project and the sponsors. This measure becomes all the more important for sponsors who have no specialized education staff. The overall training structure put into place (FFs, coordinators and ECPs) is a temporary solution that should last only as long as the project. This substitution approach creates a third dimension in the educational landscape in terms of the function already exercised by pedagogical advisors / inspectors / supervisor, and those monitoring the public and private sectors. In November 2000 the education agents selected by the ED2004 project were working for sponsors with tasks similar to those of the 399 MENJS inspectors and the 224 monitors/supervisors in the private sector. Note that all the ECPs have been trained in education science. The mission's review of 49 ECP resumés indicated that 16 ECPs hold a degree from a teachers' college, 25 hold a master's degree (or the equivalent) from a Haitian university, 2 have degrees from foreign universities and the other 6 have various teaching certificates.

To get a better idea of the context in which the ECPs operate, it is useful to have an overview of all the Haitian education agents with similar functions. Table 2-3, which covers school inspection / supervision, provides a general view of the situation. Although incomplete, it has the merit of providing a rough outline and a basis for comparison.

This table shows that the Haitian education system includes a total of 623 people working as inspectors in the public sector (399) and in the private sector (224). The private sector personnel are not allowed to call themselves inspectors, even though these monitors and supervisors play a role similar to that of government inspectors (inspection, evaluation and pedagogical advisor). Some private sector organizations have requested that MENJS allow their supervisors to use the title of inspector.

Tableau 2-3: School Inspection/Supervision

Organization	*Title*	*Total*	*No of &*
MENJS	Primary school inspector	344	94
	Secondary school inspector	32	6
	Chief inspector	23	4
	Sub-total	**399**	**104**
FONHEP	Monitor - Haiti International Plan	18	
	PIH Supervisor	2	
	Monitor (CAEB/BND/CEEC)	5	
	Monitor FAD (ED 2004)	9	
CEEC	Diocesan supervisor	45	
	Parish supervisor	108	
FEPH	Monitor	35	
CONFEPI	Monitor	2	
	Sub-total	**224**	**N/A**
ED2004 And 10 sponsors	Encadreur pédagogique communautaire	54	
	Master Trainers	9	
	Education coordinator	3	
	Sub-total	**66**	**N/A**

The ECPs intervene during a limited period in the schools, i.e. 2 years of full-time close supervision per school, followed by part-time lighter supervision of undetermined duration. For their part, the inspectors and monitors have full-time positions and are responsible for school inspections and academic supervision. Ideally, ECP interventions would result in the clusters becoming an engine for new initiatives, in addition to ensuring the continuity of initiatives introduced into the schools. Since public sector officials (inspectors) and private sector officials (monitors/supervisors) have not been closely involved in knowledge transfer and thus the changes implemented, they will not be very useful in promoting the continued existence of the ED2004 clusters experiment. This is a project design weakness, but one that can be readily corrected.

Is the ECP structure viable in the long term in the chain of transfer of new educational methodologies? The answer is no, unless communities assuming responsibility for their schools can afford an ECP (which is unlikely) or unless private sector educational or supervising institutions solicit their services. The question to ask about the future of the ECP model is how these agents can network with MENJS inspectors and private sector monitors/supervisors. There has to be a capability transfer between peers at that level.

RECOMMENDATION 2-11: FUNCTIONAL PARTNERSHIPS

The short-term development of partnerships (with MENJS and the Private sector) at the supervision/inspection level would indeed be a major challenge, and the ED2004 project could make a significant contribution either in the coming year or during the second phase of the project.

In a context of globalization of approaches, one thing to keep in mind is that various education systems around the world have abandoned the system of school inspectors and transferred most of these responsibilities to school principals. In Quebec, for example, primary school principals assume full responsibility for ensuring the quality of teaching provided by teachers. Supervision of

teachers is not done by an outside body of inspectors, but by school administrators themselves. This approach reflects the decentralization of school management and the realization that proximity management includes proximity supervision. This raises the question of whether in the long term the centralized school inspection model in Haiti is the most appropriate way to improve the quality of education. If the inspectors don't really have the means to effectively fulfill their mandate, why insist on allocating a greater portion of resources to them? Would it not be preferable to encourage a strengthening of the school principal function?

RECOMMENDATION 2-12: THE FUTURE OF SCHOOL INSPECTORS

In a context of limited financial resources, any debate over the school inspection function should be as objective as possible. An academic resource management approach based on results rather than processes could induce decision-makers to favor a system that values and empowers those who manage schools well. The ED2004 project should be involved in that debate in the future.

The evaluation mission was repeatedly told that the FFs and ECPs would have preferred being employees of the ED2004 project. Being on the sponsors' payroll means that they were selected (approved), trained and supervised by ED2004 in accordance with the FF-CCP-ECP system. Planning of ECP training sessions comes from the ED2004 project (in view of the future activities to be carried out, also planned by ED2004), with the result that sponsors cannot freely carry out activities according to their own plans. In that context, the sponsor's responsibility is limited. This method may suit NGOs with no educational experience or vision but, for those who have managed pedagogical programs in the past and have competent resources, it is a restrictive approach.

The ECP structure highlights the two approaches open to a project such as ED2004: (a) act in a centralizing fashion by placing its resources with the sponsors and monitoring their work (the method followed so far), or (b) give the sponsors more responsibility by specifying results to be achieved over a certain period of time and allow them to choose the appropriate means of meeting those objectives.

Adopting the second approach (more responsibility for sponsors) means that the ECP structure becomes less important and that ED2004 education specialists can concentrate on support / guidance for sponsors and on monitoring activities.

RECOMMENDATION 2-13: MORE RESPONSIBILITY FOR SPONSORS

During the next phase of the ED2004 project more responsibilities should be transferred to Sponsors, particularly NGOs and other institutions already working in the education sector.

RECOMMENDATION 2-14: EVALUATION OF SPONSORS

Despite the difficulties inherent in designing an objective sponsor evaluation methodology (given their different levels of involvement), it is important that ED2004 compare sponsors based on results achieved.

2.3.5 The MENJS Agents' Perspective

The MENJS corps of inspectors is not held in high regard. The most common reaction from private sector stakeholders is a worried look when questioned about the role the inspectors could play in the project. Inspectors are criticized for the following: they are often poorly trained; they have neither the time nor the means to do their work; they are too busy managing their own private

schools to do their work; they have inherited a control-and-punishment vision rather than one based on guidance and support; they want to be paid for any overtime or additional work. We tried to validate those statements with some inspectors and to verify their knowledge of the ED2004 project.

Inspectors in Petit-Goâve. A meeting with 3 zone inspectors from the Petit-Goâve school district allowed us to verify a few preconceived notions about the functioning of that professional group within MENJS. There are 4 zone inspectors (zones 8, 9, 10 and 11) in Petit-Goâve, all of them men. Three of them are from Petit-Goâve and the other is from Port-au-Prince. The chief inspector is a woman who lives in Port-au-Prince. The 4 inspectors have to cover 255 schools, 20 of which are national schools, for an average of 63 schools each. They only have two Suzuki motorbikes (both of them not working) to carry out their inspections in their territory. They travel to their inspections by tap-tap (communal bus), paying their fare out of their pockets. They used to receive a small sum to cover their travel costs, but since last year that system has not been functioning . The 3 inspectors claim to have no source of income other than that of inspector. They do not teach elsewhere nor have they created or participated in the creation of a private school. Their monthly salary is 8,000 gourds, of which 683 gourds are deducted for income tax and other deductions. They all hold a teaching degree from ENI and two of them have university degrees. One of them was a school principal for 15 years. They say they are available and interested in participating in the ED2004 project.

What do they think of the ED2004 project? "The ED2004 project does the same work as MENJS." They know that the ED2004 project has inspectors in the field and that the latter organize training sessions for teachers. They have never received any documentation about ED2004, but one mentioned that he took a course on the project in Martissant (while he was in training). This confirms what is stated in the ED2004 quarterly report regarding a project presentation to about sixty new inspectors in Martissant.

Inspectors in Les Cayes. A meeting with 3 inspectors (2 women and one man) and the head of human resources at the DDE revealed that the two women inspectors are responsible for 30 and 22 schools, while the other inspector (Port-Salut school district) covers 45 schools. They have no transportation and use public transportation. All three claim that they have no other revenue-generating work, that they have not created a private school and that they are not teaching. They all have teaching diplomas. Asked about the practice of chairs (system whereby certain MENJS employee can obtain a teaching appointment and receive additional pay for that work), they claim that at the primary school inspector level the system does not exist. Instead, the system benefits secondary school teachers and inspectors.

What do they think of the ED2004 project? They don't really know very much about it. They know that two DDE inspectors were hired by the CRS to inspect schools. One female inspector said "I've come across the CRS in the process of training teachers, but I was not invited to participate and I don't know about their program." The head of human resources mentioned that the CRS sends an information memo to the DDE which describes the activities planned by the CRS for the following month.

The Head Inspector of the Croix-des-Bouquets BDS. She first heard about the ED2004 project from a school principal who took part in the training. She stressed the fact that all training is good and that all teachers need training, and therefore fully agrees with the basic principle. On the other hand, she deeply disagrees with the ED2004 project's way of doing things. "They go directly into the field and make agreements with schools without telling us about it. Once a month, on a Friday,

the ED2004 project closes schools for training sessions with the principal. I've expressed my disagreement with this. Unless it's a holiday, schools should not be closed." The head inspector later explained that she would like to get a copy of the training modules so that inspectors can be informed of the contents of the training and be able to conduct follow-up. In the Croix-des-Bouquets school district, there are 11 zone inspectors for 342 schools. There is a serious transportation problem that impedes follow-up activities. Inspectors are often forced to travel to schools by tap-tap. An effort is being made to appoint inspectors to the zone where they reside.

The Head Inspector of St-Marc. He did not know that distance education was given in the 2 Liancourt schools. He deplored the fact that no meeting was ever held at the BDS level to explain the project, and hoped that the 5 district inspectors could be more involved in activities. He cited the PAENA project as a good example of collaboration with MENJS inspectors.

Note also that a survey was conducted in March 2000[8] by the French PAEH project with about fifty zone inspectors. The vast majority of inspectors termed the ED2004 project to be of the most difficult to work with (the two others being CARE and CRS). That survey should be read and commented on by ED2004 project managers, as it is being circulated and discussed.

In fairness, it should be mentioned that the CARE stakeholders in Gonaïves told the evaluation mission that zone inspectors sign invitations to ED2004 training sessions, and that a good example of collaboration is the Gros Morne inspector, who regularly attends training sessions.

2.4 The Cluster Approach

2.4.1 Core Schools and Network Schools

The school cluster approach facilitated the selection of schools for the project. The following table shows the results achieved in terms of the number of schools in the clusters (core schools and network schools). The difference between the two is that the network school comes after the core school, as it results from the extension of the core school network. Note that ED2004 project managers did not differentiate between these two types of schools when implementing activities.

During the first school year (1997-98), the ED2004 project established working conditions but did not select schools. During the second year (1998-99) with the first 15 clusters, 82 schools were selected or 45% of the objective. During the third year (1999-2000), 291 schools (50 clusters) were added, and the target number of schools was exceeded that year. In the model selected by the ED2004 project there was no change in the number of schools per cluster, and in Year 4 (2000-2001) there are still 373 schools or 62% of the target number of 600. Could the project have done better? It seems that the initial planning overestimated the results and did not sufficiently take into account the critical conditions of implementation.

The basic idea is that the education services offered by the project will be of greater value if the beneficiary schools are grouped in clusters within the same geographic area, forming a network of quality schools. In the RFP and the AED proposal, the cluster is conceived as a network of schools created around a core school or a central school. During the first year the core school was the only one to receive education services. The following year 2 other schools were added and in the third

[8] *Enquête sur le type de collaboration des partenaires extérieurs avec les inspecteurs du MENJS*, March 2000. MENJS/PAEH (Survey conducted during ongoing training of 56 inspectors, 48 of whom answered the questionnaire).

year that number increased twofold, with the cluster consisting of 3 schools after 2 years, and 7 schools after 3 years. The AED proposal made provision for 60 core schools the first year, and 60 schools the second year. Through simple multiplication there would be 180 schools after 2 years and 420 after 3 years for a total of 600. These 600 schools were to be grouped into 120 clusters (60 clusters with 7 schools each and 60 clusters with 3 schools each). The first 60 schools were to be grouped into 120 clusters (60 of 7 schools and 60 of 3 schools each). The first 60 schools were to be spread out across 4 departments, and the second 60 schools in 4 other departments. The composition was to be 35% rural schools and 65% urban schools, with 80% private schools and 20% public schools.

Table 2-4: Schools Targeted/Schools Reached

Description	RFP Schools Targeted		Proposal (AED/TMG/EDC) Schools Reached		Schools Reached as of November 2000		As % of Proposal
	Core School	Network School	Core School	Network School	Core School	Network School	
Number of schools							
Year 1	75		60			0	0
Year 2	400		60	120		82	45%
Year 3		84		360		373	103%
Year 4							
Total	475	559		600		373	62%
FAD Schools	400		400		100		25%
Total	959		1000		473		47%
Number of clusters			120		65		54%
Rural schools (65%)	623				N/A		
Urban schools (35%)	336				N/A		
Schools with canteens (15%)	144				N/A		

Neither the 82 schools in the first 15 clusters (Cohort 1, 1998-1999) nor the 291 schools in the 50 clusters of the following year (Cohort 2, 1999-2000) were chosen according to the core school principle described in the project design. Selection was based on equivalent level criteria[9] from a list supplied by the various sponsors. This realistic approach helped solve the logistical problem posed by the 60 core schools scattered across the territory, schools earmarked to receive education services. The designers of the vertical cluster model (core schools gradually forming clusters) did not take into account the practical aspect of service delivery. The ED2004 project designed the practical model of horizontal clusters (several same-level schools forming a cluster at the same time) and used quality criteria to select schools for the cluster. Selection of all the schools was done by sponsors and ED2004 managers. In the model set out in the RFP, the first 120 schools were selected by managers, but subsequent schools depended on the relationship between the core school and other schools in the vicinity. This emphasizes the role of the school community in the choice of partner schools in the cluster. In other words, it is the school community that decides to join the cluster. In terms of quantitative results, the project reached 62% of targeted schools (373 out of 600) and, on the whole, about 60% of the other targeted beneficiaries, i.e. school principals, teachers and pupils.

[9] The main criteria are as follows: community participation; in operation for 3 years; 6 classes, one teacher per class and a principal with a teachers' college or BAC-I level degree; partitions between classrooms, an average of 50 pupils per classroom and a storage room for teaching material; located one hour's walking distance from the other schools in the cluster.

The ED2004 project statistics do not take into account the rural/urban variable and it is impossible to know how many schools are rural or urban. However, given the school selection criteria, it can be assumed that the number of urban schools reached is 3 times greater than the number of rural schools, which is the opposite of what project designers initially intended (65% rural and 35% urban schools). As regards the private/public ratio, 25% of the schools are in the public sector, which is more than the existing proportion in the system as a whole where basic public primary schools represent less than 20% of the total.

The criteria used for school selection had the effect of excluding all schools that were not as well structured, namely schools in the poorest social environments. In addition, "Only half of the primary schools offer the first two cycles of primary education"[10], i.e. Grades 1 to 4 and Grades 5 to 6. In several schools offering the 6 grades there are less than 6 teachers or there are no partitions between classrooms. According to ED2004 criteria, these schools are also excluded. Therefore only the best schools remain, usually those located in or near urban centers. On a scale of 1 to 10, it can be said without much risk of error that the ED2004 project selects schools that rate between 6 and 10, which are the top schools. Consequently, it is easy to go one step further and state that the selection process is elitist (favoring the best at the expense of the majority).

The selection of sponsors (particularly SADA and APV) whose aim is integrated development rather than a sectoral approach has had a positive impact by including schools that do not meet ED2004 cluster criteria. In other cases it was difficult to find in a community a cluster of schools with high standards, and some schools that did not meet the criteria were selected. The standard, however, is still to take top-level schools, which goes against a development program targeting the most disadvantaged strata of Haitian society.

RECOMMENDATION 2-15: CORE SCHOOLS

It is important to revert to the initial concept of the core school, which is the center of a network of schools in a community. The core school with its strong standards (the current ED2004 criteria) forms a partnership with other schools in the community (regardless of their structural level), creating a cluster that includes both strong and weak schools.

2.4.2 Advantages and Disadvantages of the Cluster

The process for selecting schools included in a cluster is detailed in Appendix 2-3. It can be seen that that choice does not depend on a request made by a school that wants to join the ED2004 program, but rather on an agreement between employees of the sponsor and ED2004 employees. We repeatedly asked school principals how they had become members of the cluster. The typical answer was "A team came to do a survey and asked us to participate in the program." Obviously, participants are pleased to have been selected.

The food distribution NGOs select their schools according to the logic of requests. In a given region (territorial coverage negotiated with USAID), the request for a school canteen must come from the school (a written request is prepared by the principal and submitted to the NGO). A visit by the NGO's managers to verify that minimal conditions exist (including food storage space and a kitchen space) determines whether a school should be included or not. Obviously, because of the shortage of resources several requests remain unanswered, but the premise of the school-initiated

[10] Annuaire Statistique des écoles fondamentales et secondaires d'Haïti, June 1998, MENJS

request remains. With ED2004, a school that hears about the cluster and wishes to be part of it can't use the request system and is unable to gain access to the cluster since the selections have already been made.

RECOMMENDATION 2-16: SCHOOL SELECTION

During the coming year, or at least during the 3-year extension phase, new schools joining the clusters should make the first move, and a mechanism should be established to receive and analyze requests.

What are the advantages of the cluster? The following table portrays the positive and negative aspects of the cluster.

ADVANTAGES	DISADVANTAGES
➢ Increases pedagogical exchanges between schools; ➢ Establishes dialogue between schools of different affiliations; ➢ Creates demand for additional training; ➢ Enables sharing of school materials; ➢ Improves management of school population by controlling registration in cluster schools; ➢ Promotes initiatives of school principals (e.g. pre-CEP exam preparation for all zone pupils); ➢ Promotes diffusion of new teaching methodologies and practices (e.g. a subtraction technique taught in schools in a Carrefour cluster); ➢ Stimulates imitation in other schools; ➢ Strengthens the school milieu.	➢ Develops outside MENJS structure; ➢ Partially replaces school inspectors; ➢ Creates frustrations in excluded schools; ➢ Non-specialized sponsors are totally dependent on the ED2004 project for pedagogical monitoring of cluster activities; ➢ The choice of cluster schools lies not with the schools but with sponsors and the ED2004 project; ➢ The cluster is created without taking into account existing local links between schools; ➢ The sustainability of the cluster is questionable, as it is not based on the dynamics of the community taking charge of the school.

The ED2004 project has obviously created a new dynamic in relations between primary schools in the intervention zone. Schools that weren't neighbors are now following common training programs, and schools marked by private/public, non-denominational/religious, Catholic/ Protestant differences are now pursuing the same goal of improving the quality of education. This is a new state of affairs in the Haitian education landscape and its usual private/public tug-of-war. After all is said and done, the advantages exceed the disadvantages. Keep in mind, however, that many aspects of the cluster approach need to improve. One issue that ED2004 project managers must focus on is the relevance of maintaining training sessions on cluster structuring in an effort to establish cluster committees.

2.4.3 Cluster Committees

The originality of the project, i.e. what distinguishes it from other education projects, is the fact that it has encouraged a cluster approach for selecting schools and for establishing special relationships between the schools. The notion of school clusters is the project's trademark, in that all the players in the education system, be they from the public or the private sector, acknowledge the special appeal of the cluster approach. The vast majority of interviewees were very satisfied with the approach and laud its merits, even though several of them do not know exactly how a cluster works. MENJS wants to learn more about the method in order to replicate the recipe. In the field (in a context where everyone is obviously seeking a source of funding), there is a desire to be part of the cluster schools. One school principal in Croix-des-Bouquets who doesn't quite master

the French language asked one of the students to translate for our benefit his interest for the project in the following terms: “Show us the way to the cluster!”

On the other hand, a few stakeholders underlined the artificial and mystifying aspect of the cluster and questioned its relevance. They deem it artificial in the sense that it does not reflect a structuring of schools based on institutional affiliations (religious or other affiliations), and mystifying in that the activities carried out in a cluster of schools are very attractive today, but what will happen tomorrow when the project ceases to fund training sessions?

ED2004 project officials told us that structuring of clusters was not a project strategy. On the other hand, if some clusters want to structure themselves the project would not be opposed. In fact, while this proposal prevailed at the outset of the project, the evaluation team found things otherwise in the field, where structuring of cluster committees has become a project initiative.

Since the beginning of the 2000-2001 school year, a special effort has been made to structure the clusters. The ED2004 project developed an approach to create a cluster committee consisting of 9 members: 3 principals, 3 parents and 3 teachers. What are the long-term chances of the success of this structuring of the social environment based on a project approach? In our opinion there is very little chance of success given that the only thing feeding it is US funding. Once that comes to an end the old affinities will come to the fore, i.e. private/public sector and religious/non-denominational affiliation.

Despite the above mentioned judgement, one aspect to note is the cluster cash funds established in several instances (the mission was unable to obtain the exact extent of these funds). In some cases bank accounts are opened to deposit the funds obtained. In the Fraternité de Petit-Goâve cluster, for example, the bank account is said to contain 900 Haitian dollars. A committee of 15 people (5 principals and 10 teachers), one of them acting as treasurer, is responsible for cluster administration. The monies come from the management of food supplies for ED2004 training sessions. The cluster schools have two-year contracts with the APV sponsor. The principal of the Salvation Army school (part of the cluster), who is treasurer of the cluster committee, hopes that the contract with APV will be renewed. At the moment he doesn’t know how they will be able to sustain the cash fund if ED2004 training is no longer offered.

The limits of cluster structuring are readily seen in the example of the Fonds Baptiste cluster (located way up in the Matheux mountain chain where the wind blows sand in the children’s eyes in one of the classrooms of the École mixte communautaire in Chinchiron). An interview with the school founder revealed that the 8 schools in the cluster managed by SADA were not, in fact, located in the same vicinity. On the contrary, the founder mentioned 4 schools in his vicinity (Zorange communautaire, Julien Vincent, Bon Semeur and École Casimir) that are not part of the cluster but with which he is in regular contact. He now has to travel to Dupont because the Union de frères St-Cyr school is part of the cluster. If the ED2004 project comes to an end, however, he doesn’t think he’ll go back because it is too far. Nevertheless, geographic proximity is at the heart of the cluster concept.

Another example is that of the Dano (SAVE) cluster where a single school is excluded from the group. There were 6 schools in that location and the managers selected 5 of them. Why prevent the children who attend the excluded school (excluded because there are no partitions between classrooms) from enjoying the benefits of the project?

2.5 Education Services Offered

Initially, according to the RFP, the ED2004 project was to devote a substantial part of its resources to teacher training by following the CAEB program (Certificat d'aptitude à l'enseignement de base/basic teaching skills certificate) or its equivalent. The CAEB, prepared by FONHEP's Unité de Curriculum, is the result of previous financial support given to FONHEP by USAID. What was to be supplied was a quality network core package over a two-year period. At the end of that period, the 3,600 teachers and 600 principals of the selected schools were to obtain the CAEB certificate. This explains the intention to withdraw the project after two years of support to one school, as the objective would have been achieved (pupils with CEP – primary school certificate). In October 1997, however, an evaluation of the CAEB program conducted by the ED2004 project concluded that the program was not appropriate.

The objections concerning the CAEB are the following: (1) it aims for teacher upgrading whereas the ED2004 project aims to build teaching teams consisting of both principals and parents; (2) its focus is not the school but the teacher, which is restrictive within a community approach; and (3) its modules are not based on pupil-centered pedagogy. Those are the main reasons why the CAEB program was set aside. Why is it that no time was taken to review that program with FONHEP and negotiate changes deemed important as prerequisite conditions for program funding? It seems that the requirement to rapidly produce results (outputs) led the ED2004 project to undertake on its own a new training program for all the targeted audiences, i.e. teachers, principals and parents.

The ongoing training program for upgrading teaching skills should also incorporate the concept of opportunity cost. Is it appropriate to upgrade all the teachers currently in the education system? Different stakeholders claim that it would be preferable to proceed on a case-by-case basis, as there are many very low-level teachers for whom the training program would take considerable time. The ongoing teacher training program envisioned by the DFP, a branch of MENJS, should also be mentioned. It is an ambitious program. On the basis of three modules per year, the goal is to proceed, over a 10-year period, with an upgrade of some 42,000 basic education teachers. The skills-based approach is the guiding principle of this program, currently being developed.

> **RECOMMENDATION 2-17: ONGOING TRAINING OF TEACHERS AT MENJS**
> During its extension phase, the ED2004 project must design its teacher training modules by linking them with what has been developed by MENJS in that field. The experience acquired by the ED2004 project could contribute to the development and implementation of a realistic program.

The evaluation mission also wonders about the relevance of granting training certificates to teachers who have participated in ED2004 training, especially if those diplomas are not accredited by MENJS. Granting the teachers a "Formation pédagogique et communautaire visant l'amélioration de la qualité de l'enseignement" diploma signed by the DA and the sponsor representative can be cause for rejoicing and proof of accomplishment, but it is not likely to complement the ongoing training of teachers in a national policy framework geared to official recognition and equivalency ratings of diplomas. The ED2004 diploma is then but one certificate among many. The ED2004 project should instead focus on having teacher certification integrated into the overall MENJS policy.

Table 2-5: Recipients Targeted / Recipients Reached

ED2004				
Duration of project - 49 months	**RFP**	**AED Proposal**	**No. Reached as of November 2000**	**As % of the proposal**
Pupils reached (SC)	134,160	144,000	89,520	62%
Pupils reached (FAD)	96,000	96,000		
No. of pupils receiving FAD		240,000	112,566	47%
Teachers trained	3,354	3,600	2,238	62%
No. Of teachers receiving FAD		6,000	N/A	
Quality circles (teachers)		200	N/A	
Principals trained	559	600	373	64%

This table shows that after three years the project has achieved between 60% and 65% of its targets in terms of the number of individuals reached by education services. During the fourth year of the project, these percentages will not increase as it is the same people who will benefit from training or who will be project recipients. In fact, the numbers appearing in the "Number reached as of November 2000" column are on the one hand an approximation and, on the other hand, the result of applying an average of 240 pupils and 6 teachers per school (for 373 schools). Note that there were no plans to increase the number of schools during the last year of the project.

2.6 Gender Equality

Three dimensions were selected with regard to reviewing the gender equality issue: (1) human resources employed by the project; (2) teaching material produced or used; and (3) what goes on in the schools.

ED2004 did not create a "gender equality" position that would have allowed a gender specialist to check on the progress of gender equality in the project. Within the project team, 2 of 4 Cellules techniques are headed by women. At the management level, the DA is a man but the administrator is a woman. There is therefore no male dominance in key positions. As for the sponsors, there are 4 women out of a total of 10 ED2004 project managers. In the FF-CCP-ECP structure, women represent between 35% and 45% of the total workforce. On the other hand, 5 of the 10 FFs are women, which increases the presence of women at that higher level in the training structure. For various reasons, the mission was unable to obtain a complete list of all the people with positions in the FF-CCP-ECP structure. Nevertheless, during the initial FAD distance training in September 2000 (which included in addition to the FF-CCP-ECP the FONHEP distance training monitors), there were 18 women among the 55 individuals who answered Dr. Bill Rideout's survey questionnaire, which is only 32%. Of the 7 FAD monitors who answered the questionnaire, 6 were men. The mission did not ask why the vast majority of FAD monitors were men.

An analysis of teaching material is presented in Appendix 2-4. According to the findings of the specialist who analyzed the material, the ED2004 project should improve the contents of materials produced. It also appears that the documents produced by FONHEP tend to show greater concern for gender equality in pedagogical content. In our opinion, it would be fruitless to embark on a battle about grammatical sexism (giving both the feminine and the masculine forms of words), since the problem has to do with the French language. Neither English nor Creole gives a gender to objects and functions, only to people and animals.

The presence of girls in the primary schools and their relative success rate are discussed in Section 3 of the report.

2.7 Licensed Schools

Through the MENJS Bureau du partenariat, the JUAREZ team was able to obtain two lists of licensed schools. The first list, from 1974 to the present, indicates school level (primary or secondary), but not the year the school obtained its license. The second list, from 1994 to the present, shows the year the school obtained its license but not the school level. Among the schools licensed since 1994, 186 obtained their license since the ED2004 project first started its activities in the clusters. There is no information, however, about the number of primary and secondary schools among these 186 schools. During its stay in Haiti, the mission did not have the time to cross-reference the data available at MENJS with the licensed cluster schools.

3 Quality of Education

3.1 Methodological Approach

3.1.1 Objective

This portion of the evaluation measures the impacts of ED2004 project activities on the quality of education in the schools. It involves comparing the performances of various schools, some of which were supported by the project in the following areas:

- pupil-centered teaching;
- 3rd grade to 4th grade pass rate and 5th to 6th grade pass rate, as well as successful completion of CEP exam (examination at end of second primary cycle, i.e. 6th grade);
- pass rates for math tests in 3rd, 5th and 6th grades.

3.1.2 Main Analysis Issues

The main issues of this portion of the study, in accordance with the activities and performance indicators defined in the logical framework of the project, include the following:

AT THE PROJECT ACTIVITY LEVEL

- Do the teachers make effective use of the new pedagogical methods featured in the ED2004 service package?
- Do the teachers trained in FAD (distance learning) make effective use of this technique?
- Did the schools receive the teaching material distributed by the project?
- Is this material put to effective use in the classroom?
- What proportion of pupils receive a meal in school?

AT THE INTERMEDIATE RESULTS LEVEL

- Do the new pedagogical approaches featured in the ED2004 service package enable teachers to improve their teaching practice?
- Does FAD allow teachers to acquire skills enabling them to improve their teaching methods in subject matters that are not part of the FAD package?
- Was there an increase in the pupils' average math score at the end of the third year?
- Was there an increase in the number of student school attendance days?
- Did the services supplied by the ED2004 project increase the pass rates of 3rd and 5th Grade pupils?

AT THE SO4 STRATEGIC OBJECTIVE LEVEL

- Did the USAID/Haiti Education Portfolio strengthen human capacity in the country, in particular through an increase in the number of children completing basic education?

3.1.3 Composition of School Sample

A total of 31 schools were visited and tested. The schools were chosen in conjunction with the ED2004 project and the various sponsors. These schools were subdivided according to services obtained and, for those that were recipients of ED2004 services, according to the 10 different sponsors collaborating on the project:

- Schools that received complete ED2004 project services during a 2-year period (Cohort 1);
- Schools that received complete ED2004 project services during a 1-year period (Cohort 2);
- Schools that received distance training (FAD) only;
- Schools that received no services from the ED2004 project (control schools).

Other characteristics used to finalize the sample:

- Presence of a school feeding program (canteen);
- Type of school (private or public);
- Environment (rural or urban);
- Geographic location (education department).

Table 3-1 summarizes the characteristics of the sample. Appendix 3.1 shows the distribution and detailed characteristics of the schools included in the sample.

Table 3-1: School Distribution

Services received	No. of schools	Type of school		Environment		Canteen		School Department			
		Private	Public	Urban	Rural	Yes	No	Artibonitte	North	West	South
Cohort 1	10	8	2	6	4	9	1	4	2	3	2
Cohort 2	10	10	0	5	5	5	5	0	0	9	0
FAD	4	4	0	4	0	3	1	0	1	1	2
Control	7	2	5	5	2	6	1	2	1	1	2
Total	**31**	**24**	**7**	**20**	**11**	**23**	**8**	**6**	**4**	**15**	**6**

3.1.4 Data Collection Tools

The evaluation team used six different data collection tools, including:

1. Classroom observation grid enabling us to measure, from a pupil-centered pedagogical perspective, classroom management, lesson management and interaction management during learning activities. This grid was used in 31 Grade 3 classes and 29 Grade 5 classes in the sample schools;

2. Standardized math test developed by the ED2004 project team as a pre-test and a post-test for monitoring pupils' performance. The test was administered to 794 fourth Grade pupils in 30 of the 31 schools in the sample;

3. FAD observation grid developed by FONHEP for monitoring math and Creole programs broadcast on educational radio. This grid was applied to seven sample schools;

4. Observation grid used for available materials, physical characteristics and classroom and school environment. This grid was applied to all the schools in the sample;

5. School statistics collection grid used for enrolment, math results and pass rates for pupils in the 3rd, 5th and 6th grades over two separate periods: (i) 1997-98 - before ED2004 project intervention, and (ii) 1999-00 - after two years of operation. In total, the statistics refer to 3,480 pupils, i.e. 1,495 Grade 3 pupils, 990 Grade 5 pupils and 995 Grade 6 pupils;

6. Three interview grids used for school principals, teachers and parents to collect information on academic costs, training and the experience of school staff. All the principals in the sample schools were interviewed, as were 30 of the 31 third grade teachers, 29 of the 31 fifth grade teachers and groups of parents in 25 of the 31 schools.

Data collection in the field was done according to the following schedule:

- Département de l'Ouest: October 18 to 20 and November 14 and 15
- Département de l'Artibonite: October 23 to 27 and November 13
- Département du Nord: October 30 to November 2
- Département du Sud: November 7 to 11

3.1.5 Services offered by the ED2004 Project

The service package offered by the ED2004 project includes four major components:

- Ongoing professional development of teachers and school principals that consists of intensive training periods, monthly training days and monitoring and supervision of teachers in the classroom, as well as the creation of local support structures and quality circles;
- Training and community involvement which, like teacher training, consists of various training activities and monitoring/supervision;
- Distance training (FAD), including training and monitoring of teachers in the use of the FAD technique and supplying specific complementary printed material and distance training material;
- Teaching material, comprised mostly of charts, maps and posters as well as detailed MENJS programs.

Schools benefiting from the complete package receive all the above components, while "FAD only" schools receive only the FAD package. The control schools received no services from the ED2004 project. These schools sometimes receive other equivalent services through outside support (national or international).

3.2 Results

3.2.1 General Findings

SCHOOL SELECTION CRITERIA

Not all the schools visited by the evaluation mission meet the ED2004 selection criteria, particularly in terms of the number of pupils per class (about 50% of third grade classes include more than 50 pupils), as well as the physical environment (several schools don't have partitioned classrooms; within the clusters, some schools are more than one hour's walking distance from each

other, while other schools in the vicinity of clustered schools are not project recipients).The composition of school clusters varies with the sponsor, which makes it difficult to compare clusters.

AGE RANGE OF STUDENTS

The age difference of the pupils in the classes varies significantly. The average age of 3rd grade pupils for the schools visited, established from pupil statements, is 12 and the average age difference is 7.2 years. The youngest pupils are 7 years old and the oldest are 22. The average age in 5th grade is 14 and the average age difference 7.1 years. The youngest pupils are 9 years old and the oldest are 23. The presence of a substantial number of over-aged pupils in the classes we visited raises the problem of the adequacy of teaching material, especially the one used by FAD, and the content of teacher training. The relationship between age difference and academic success is analyzed further on in the rapport.

SCHOOL DAYS

The schools included in the sample are characterized by significant variations in the number of school days. For the 1997-98 school year, the number of school days, as established from teacher attendance records, varies between 126 and 181 days for a difference of 55 days, or the equivalent of 11 weeks. For the 1999-2000 school year, the number of school days varies from 118 to 185 days for a difference of 67 days, or the equivalent of a little over 13 weeks. This means that, over a theoretical school year of 9 months for the years under study, the actual school year was only 6 months or even less in some schools. However, the lack of data on the number of school days for the majority of sample schools does not allow for an effective analysis of the impact of attendance on academic performance and passing grades. For the 1997-98 school year, it was possible to collect data on the number of school attendance days in only one-third of the sample. For the 1999-2000 school year, this proportion was 40%. In all the schools where data was available, only 29% of them had data for the two school years under study. The issue of school attendance is also related to the presence of both the teacher and the pupil in the classroom. On average, in the schools where data was available teacher attendance rates were about 90%. As we have no control over the information contained in the teachers' attendance records, it is difficult to use this data for analysis. Ultimately, real attendance records in the schools do not exist. This aspect of education appears essential to improving the pupils' academic performance and, more generally, to strengthening the quality of education. It should be rigorously monitored by the ED2004 project.

SCHOOL STATISTICS

The evaluation team's investigation activities enabled it to observe certain "givens" in the majority of sites visited, such as relatively well-maintained school statistics (despite the above comments on attendance records), general use of detailed MENJS programs, presentation of learning objectives for the lessons taught and the use of class preparation notebooks by most teachers. It should be added, however, that these various pedagogical tools and supports are not put to effective use. The statistics are not used for school management; the learning objectives and class preparation notebooks are not used to support the teaching relationship between teacher and pupil; and the detailed program has a prescriptive function. The sample schools belonging to the Cohort 1 group make better use of some of those tools, particularly the learning objectives.

3.2.2 Math Test Results

On the whole, the pupils' math test results are unsatisfactory (see Table 3-2). The test was used to measure the knowledge of 3rd grade pupils. In the context of the study, it was used with 4th grade pupils who have theoretically completed by that time of year a review of the 3rd grade program. In all the schools tested, the average mark was 47.3% and the average student success rate (50% considered a passing mark) was only 48.3%. Schools receiving the complete ED2004 service package (Cohorts 1 and 2) succeed better than the average, while those receiving FAD only have the lowest success rate (lower than the control schools).

Table 3-2: Results of 4th Grade Math Tests (based on October/November 2000 investigation data)

Type of services received	Average mark on 100	Average success rate
FAD only	42.4	39.9
Complete package	49.1	52.0
Without ED2004	44.6	41.5
Total	**47.3**	**48.3**

In order to verify the significance of these results, the Khi^2 test was applied to the data. Results of that test are presented in Table 3-3.

Table 3-3: Application of the Khi^2 Test to Results of 4th Grade Math Test

Type of services received	Failure		Success		Total	
	No. of pupils	% of enrolment	No. Of pupils	% of enrolment	No. of pupils	% of enrolment
Complete package	255	47%	287	53%	542	100%
FAD only	46	62%	28	38%	74	100%
Without ED2004	104	58%	74	42%	178	100%
Total	**405**	**51%**	**389**	**49%**	**794**	**100%**

Probability of independence of variables (Khi^2) = 0.0041

There is a positive relation between the type of services received by the schools and the math test success rate. The only schools that did well were those that receive services from the ED2004 project. Pupils in classes benefiting from the "Complete package" do significantly better in the math test than the other pupils. Pupils in classes receiving only FAD do not do significantly better or worse than pupils in schools receiving no support from the project.

A look at the school canteen variable indicates that the results are contradictory (see Table 3-4). Note that math training was done the previous year when the pupils may or may not have benefited from a school canteen.

Table 3-4: Results of 4th Grade Math Tests in relation to School Canteen (based on October/November 2000 investigation data)

Type of services received	Average mark on 100			Average success rate		
	Without canteen	With canteen	Average	Without canteen	With canteen	Average
Complete package	48.2	49.5	49.1	44.3	55.3	52.0
FAD only	42.3	42.4	42.4	33.3	42.1	39.9
Without ED2004	57.7	42.0	44.6	65.5	36.7	41.5
Total	**48.7**	**46.8**	**47.3**	**45.6**	**49.3**	**48.3**

This shows control schools without a canteen as having the highest math averages and the highest success rates of the schools tested. The results show a positive link between school canteens and math test results only for the ED2004 schools. The Khi2 tests confirm these results (see Table 3-5).

Table 3-5: Application of Khi^2 test to 4th Grade Math Test Results

Type of services received	Failure		Success		Total	
	No. of pupils	% of enrol.	No. of pupils	% of enrol.	No. of pupils	% of enrol.
Complete package	181	44%	228	56%	409	100%
FAD only	38	61%	24	39%	62	100%
Without ED2004	94	63%	55	37%	149	100%
Total with canteen	**313**		**307**		**620**	
Complete package	74	56%	59	44%	133	100%
FAD only	8	67%	4	33%	12	100%
Without ED2004	10	34%	19	66%	29	100%
Total without canteen	**92**		**82**		**174**	

Probability of independence of Complete package variables (Khi^2) = 0.0223
Probability of independence of FAD only variables (Khi^2) = 0.7252
Probability of independence of Without ED2004 variables (Khi^2) = 0.0042

As can be seen, pupils who benefit from the complete service package have a higher success rate (low significance) when they also have access to a school canteen, while control school pupils succeed significantly better without a school canteen. In the case of pupils who receive FAD only, the relation between school canteen and math test success is not significant. These contradictory results suggest that other contributing factors should be considered to explain math test success, but also indicate that the validity of the tool used to measure math performance should be qualified.

The math test used by the ED2004 project does not allow for adequate measurement of student performance. It exhibits various biases which, though potentially affecting all pupils, lower the scores. This is the case for:

1. The format of the questionnaire: (i) the pupils are not used to the column presentation of questions and answers. The pupils are used to answer directly under the question. Some answers that were correct when written under the question were changed when carried over to the answer column; (ii) the length of the questionnaire (7 pages) is also a new feature for pupils used to questions written on the blackboard or on a single sheet of paper; (iii) the

wording of items in Creole is a problem insofar as the teaching of Creole is still under discussion in certain schools, and students only start to learn to read Creole in 4th grade;

2. The content of the items: (i) the wording of certain questions, such as questions 8 and 15, is not clear and is subject to interpretation. Some questions such as question 12 are incomplete, and question 20 contains a confusing spelling mistake; (ii) some questions deal with concepts not mastered by the pupils. This is the case for questions 20 and 31 dealing with fractions, and for question 11 dealing with the concept of feet and inches;
3. The links with the MENJS detailed program: (i) the official MENJS 3rd grade math program does not cover fractions nor the concept of decimals (see point 2 above. Note that decimal numbers are introduced in the FAD program); (ii) the measuring system used in the program is the metric system. Although the concept of feet is covered, inches are not (see point 2).

3.2.3 Classroom Observations

Based on available data, the main contributing factor that can possibly explain the better performance of 4th grade pupils on the math test is the capacity of the teachers to handle the concepts and methods of active pedagogy. Use by teachers of the pedagogical methods promoted in the ED2004 service package was measured through classroom observation using a tool developed in collaboration with the person in charge of the project's Cellule technique de qualité de l'éducation (CTQE). This tool enabled us to identify three major categories of interactions deemed to be part of an active pupil-centered method (see observation and synthesis grids in Appendix 3-2). They are:

- Classroom management, including attitudes, behaviors and organization of space to promote quality learning;
- Lesson management, including the objectives, strategies and organization of learning, the use of learning materials and the integration of concepts;
- Management of interactions during learning activities, including instructions, explanations, questions and feedback.

On the whole, the active method does not appear to be fully integrated into the teaching, and the interactions in the schools visited are not really pupil-centered (see Table 3-6). In all the schools, classroom management interactions are the ones that appear to be handled best. The overall impression is that there is a generally acceptable classroom ambience is all the schools visited. However, Cohort 1 schools differ from the other schools in the sample by showing better general mastery of the principles of the active method.

Table 3-6: In-class Observations - 3rd and 5th Grades
(based on October/November 2000 investigation data)

Type of service	Average of standardized scores on 100			
	Classroom management	**Lesson management**	**Interaction management**	**Total observations**
FAD only	56.4	27.7	36.9	40.9
Complete package	56.5	45.4	47.6	50.0
Cohort 1	*57.6*	*51.1*	*50.7*	*53.2*
Cohort 2	*55.5*	*39.7*	*44.5*	*46.9*
Without ED2004	60.6	40.9	51.0	51.4
Total	**57.4**	**42.1**	**47.0**	**49.2**

More specifically, the Cohort 1 teachers (who have been taking part in ED2004 training sessions for 2 years) seem to be doing better in terms of lesson management. This could explain the better math test performance of pupils attending schools receiving the complete service package.

Note that the classroom observation data portray the current classroom situation. It is a measurement that does not allow for an assessment of the evolution of the teacher's behavior and abilities over time. This seriously limits the evaluation team's capacity to judge the impact of the ED2004 project in the schools. These observations should be used instead to establish baseline data for a subsequent phase of the project.

3.2.4 Pass Rates and Academic Success for 1999-2000

The data on math results and academic success for 1999-2000 provide a portrait of the quality of education, but do not allow for an assessment of how the schools involved in the ED2004 project have evolved. The differences between schools, resulting from the philosophy specific to each participating sponsor, are too numerous for these results to be indicative of the true performance of the project. The analysis of the pass rates and academic success rates in the sample schools is nevertheless interesting (see Table 3-7), as it shows a higher success rate in 5th grade and, in line with national statistics, a low CEP success rate for 1999-2000.

Table 3-7: Average Pass Rates for Grades 3/4 , 5/6 and CEP in 1999-2000 in relation to School Canteen (based on statistics collected in the schools)

Type of service	Average pass rate - Grades 3-4 - 1999-00			Average pass rate -Grades 5-6 - 1999-00			Average CEP pass rate - 1999-00		
	Without canteen	With canteen	Average	Without canteen	With canteen	Average	Without canteen	With canteen	Average
FAD only	87.5	53.7	65.0	100.0	80.7	87.2	72.7	46.2	52.8
Complete package	58.1	68.4	65.7	71.5	68.9	69.5	30.5	58.1	50.8
Cohort 1	*70.3*	*70.4*	*70.4*	*70.0*	*65.9*	*66.3*	*40.0*	*68.7*	*65.9*
Cohort 2	*55.1*	*64.7*	*60.5*	*72.0*	*74.3*	*73.5*	*28.1*	*38.9*	*34.1*
Without ED2004	90.0	68.0	71.2	89.2	78.0	79.6	68.3	62.7	63.5
Total	**66.9**	**66.9**	**66.9**	**79.2**	**72.5**	**73.9**	**41.9**	**57.7**	**54.0**

It should be noted that Cohort 1 schools had a higher CEP success rate than control schools. The 3rd grade graduation rate for Cohort 1 is equivalent to that of control schools. The schools could eventually see an improvement of academic success rates for 3rd grade after 2 years of participation in the project, when compared with those for Cohort 2 schools. Except for 5th grade graduation rates, FAD-only schools are below the general average.

The addition of the school canteen variable to explain pass rates raises more questions than it answers. Pupils in control schools and FAD-only schools have better pass rates without a school canteen, while a school canteen seems to have a positive effect on pass rates for schools receiving the complete service package only at the CEP level, particularly for Cohort 1 schools where the rates are higher than those of control schools. Table 3-8 summarizes the application of the Khi^2 test to the data on 5th to 6th grade pass rates when the school canteen factor is taken into account. The test results suggest a significant relationship between the lack of a canteen and better pass rates at that level. It is the only significant relationship for pass rates in 1999-2000.

Table 3-8 : Application of the Khi^2 Test to Pass Rates of Pupils from 5th grade to 6th grade in 1999-2000

Canteen	Failed		Passed		Total	
	No. of pupils	% of enrol.	No. of pupils	% of enrol.	No. of pupils	% of enrol.
With canteen	241	29%	587	71%	828	100%
Without canteen	29	18%	133	82%	162	100%
Total	**270**	**27%**	**720**	**73%**	**990**	**100%**

Probability of variable independence (Khi^2) = 0.0034

Analysis of success rates in math for the 1999-2000 school year (see Table 3-9) generally follows pass rate trends. Note that there are variances between math success rates and pass rates in all school grades. In fact, these differences show that success in math cannot be considered a good indicator of academic success, nor a condition for passing. For instance, a pass rate of 66.9% in 3rd grade corresponds to a success rate in grade 3 math of 52.7%. Similarly, despite a CEP pass rate of 54%, the majority of pupils in the sample schools failed in math.

Table 3-9: Average Success Rate in Math - 3rd and 5th Grades & CEP in 1999-2000 in relation to School Canteens (based on statistics collected in the schools)

Type of service	Average success rate for grade 3 math - 1999-00			Average success rate for grade 5 math - 1999-00			Average success rate for CEP math - 1999-00		
	Without canteen	With canteen	Average	Without canteen	With canteen	Average	Without canteen	With canteen	Average
FAD only	68.8	39.9	49.5	68.2	72.9	71.3	63.6	62.5	62.7
Complete package	56.6	55.0	55.4	60.4	60.5	60.5	36.9	49.2	46.0
Cohort 1	*40.5*	*44.9*	*44.4*	*83.3*	*56.4*	*59.1*	*44.0*	*49.0*	*48.5*
Cohort 2	*60.6*	*73.3*	*67.7*	*48.9*	*68.0*	*62.5*	*35.2*	*49.5*	*43.2*
Without ED2004	52.5	44.4	45.8	78.4	46.0	50.7	42.9	55.7	53.5
Total	**57.7**	**51.1**	**52.7**	**65.5**	**57.7**	**59.1**	**41.6**	**52.5**	**49.8**

As is the case for pass rates, the impacts of FAD are more strongly felt in Grade 5. It should be noted, however, that in both grades 3 and 5 the pupils in schools receiving the complete service package do better than those in the control schools.

Because the FAD programs deal with the teaching of math, the data presented in Tables 3-7 (pass rates) and 3-9 (math success) suggest two lines of thought:

1. Exposure to FAD in grade 3 could be an asset for pupils who do better in math all the way to the CEP level compared to students in all the schools as a whole;
2. Despite a higher success rate in math at the CEP level (62.7%), schools receiving FAD only have a CEP pass rate of 52.8%, which is below average. Consequently FAD might not be, in the Haitian school context and on the basis of a cost-benefit strategy between FAD and the complete service package, the preferred strategy for improving the quality of education.

The analysis of the school canteen variable in math success for 1999-2000 again raises more questions than it answers in explaining this success. In fact, on the whole pupils do better in math in 3rd grade than in 5th grade without a school canteen, but the trend is reversed at the CEP level.

More specifically, in the case of schools receiving FAD only, lack of a school canteen would have a stronger impact at the 3rd grade level and would appear to have no impact at the 5th grade and CEP levels. In the case of control schools, the most notable impact of school canteens can be seen in grade 5 where the absence of a canteen is linked to better success rates. As for schools receiving the complete service package, the school canteen appears to have no significant impact at all levels when the Cohorts are viewed as a whole. When the Khi^2 test is applied to the data, contradictory results are obtained, as shown in the two following tables.

Table 3-10a: Application of the Khi^2 test to 3rd Grade Math Success Rates for 1999-2000

Canteen	Failure		Success		Total	
	No. of pupils	% of enrol.	No. of pupils	% of enrol.	No. of pupils	% of enrol.
With canteen	673	55%	543	45%	1216	100%
Without canteen	122	44%	157	56%	279	100%
Total	**795**	**53%**	**700**	**47%**	**1495**	**100%**

Probability of variable independence (Khi^2) = 0.0005

Table 3-10b: Application of Khi^2 test to 6th Grade Math Success Rates (CEP) for 1999-2000

Canteen	Failure		Success		Total	
	No. of pupils	% of enrol.	No. of pupils	% of enrol.	No. of pupils	% of enrol.
With canteen	348	44%	442	56%	790	100%
Without canteen	112	55%	93	45%	205	100%
Total	**460**	**46%**	**535**	**54%**	**995**	**100%**

Probability of variable independence (Khi^2) = 0.0068

These two tables indicate a significant relationship between school canteens and math success. In the case of grade 3, the pupils do significantly better without a canteen, while at the CEP level pupils do significantly better with a school canteen. These results lead us to question the impact of the school canteen as a contributing factor in academic success, particularly as the Khi^2 test information for 5th grade results and overall academic success at all school levels is not significant.

In general, data collected for the 1999-2000 school year could be used to create baseline data for a subsequent phase of the project.

3.2.5 Varying Academic Success and Pass Rates between 1997-1998 and 1999-2000

Classroom observations and the data for 1999-2000 provided a portrayal of the current situation in the schools. A comparison of academic success and pass rates for the 1997-1998 school year (before the project) and the 1999-2000 school year (after two years of operation) will indicate how the schools that did or did not receive ED2004 services have evolved, while eliminating biases created by different school characteristics.

The analysis of collected data, as shown in Table 3-11, draws the following picture of the sample schools in terms of pass rates. On the whole, for the period 1997-2000 the schools show increased

pass rates for grade 3, a slight reduction in pass rates for grade 5 and a downturn in pass rates for CEP. Variances between schools are substantial when the type of service received is taken into account. During the 1997-2000 period, the control schools had the highest 3rd grade pass rates. Schools receiving FAD only, despite lower grade 3 pass rates, had the best pass rates for grade 5 and CEP. Cohort 1 schools come in second position in terms of the greatest improvement in CEP pass rates. This clearly shows that the ED2004 project has had a positive impact on academic success, whether through FAD or the complete service package, particularly for schools benefiting from the services over a two-year period (Cohort 1).

Table 3-11: Variations in Pass Rates for 3rd/4th, 5th/6th Grades and CEP between 1997-98 and 1999-2000 in relation to School Canteens (based on statistics collected in the schools)

Type of service	Percentage variation in 3rd to 4th grade pass rates			Percentage variation in 5th to 6th grade pass rates			Percentage variation in CEP pass rates		
	Without canteen	With canteen	Average	Without canteen	With canteen	Average	Without canteen	With canteen	Average
FAD only	40.0	-21.6	-1.1	36.4	16.7	23.2	39.4	2.3	11.6
Complete package	-34.4	8.3	-0.3	1.2	-7.9	-5.6	-35.1	-9.8	-15.6
Cohort 1	---	*8.7*	*8.7*	*14.5*	*-7.7*	*-5.3*	*-36.7*	*3.0*	*-2.0*
Cohort 2	*-34.4*	*7.4*	*-10.5*	*-3.2*	*-8.2*	*-6.0*	*-34.4*	*-39.6*	*-37.5*
Without ED2004	3.8	30.3	26.5	1.9	-4.4	-3.5	-16.6	-7.9	-9.3
Total	**-11.8**	**11.9**	**7.1**	**7.2**	**-4.4**	**-1.7**	**-16.5**	**-7.3**	**-9.3**

Once again, the school canteen data seem contradictory, particularly for FAD schools where pass rates at all levels (grade 3, grade 5 and CEP) are clearly better when the children don't receive meals at school. The canteen effect in the other schools appears random at best, which reinforces the finding stated above regarding the role of the canteen as a determining factor in academic success for the 1999-2000 data.

Regarding variations in math success rates for the 1997-2000 period, the situation for all the schools in the sample differs from pass rates trends (see Table 3-12). Increased math success is noted at all levels, particularly at the grade 5 and CEP levels where the increases are very significant.

Table 3-12: Variations in Math Success Rates (3rd and 5th Grades and CEP) between 1997-98 and 1999-2000 in relation to School Canteens (based on statistics collected in the schools)

Type of service	Percentage of variation - Math success - Grade 3			Percentage of variation - Math success - Grade 5			Percentage of variation - Math success - CEP		
	Without canteen	With canteen	Average	Without canteen	With canteen	Average	Without canteen	With canteen	Average
FAD only	266.7	-40.8	61.7	411.4	55.6	174.2	265.9	12.1	75.5
Complete package	-9.1	18.1	12.6	19.9	28.7	26.8	-35.6	15.2	3.5
Cohort 1	---	*19.3*	*19.3*	*87.5*	*-15.8*	*-4.3*	*-24.0*	*25.8*	*19.6*
Cohort 2	*-9.1*	*15.7*	*5.1*	*-13.9*	*147.4*	*82.9*	*-41.3*	*-9.6*	*-22.3*
Without ED2004	-9.1	-0.6	-2.0	32.0	-4.6	1.5	-49.8	111.6	71.3
Total	**46.1**	**7.0**	**15.1**	**100.6**	**22.4**	**39.4**	**21.9**	**32.7**	**30.1**

At all levels, the FAD-only schools have seen the most important increases in math success rates. Schools receiving the complete service package have also noted increases in success rates, higher than those in the control schools for grades 3 and 5. These results show the positive impact of the ED2004 project on academic success.

Note, however, that comparing math success rates with academic success rates appears to limit the influence of FAD on academic success. For example, an average increase of 174% in math success in grade 5 in FAD-only schools translates into an average increase of 23% in pass rates (a difference of 150% between the two rates), whereas an average math success rate of –4% for Cohort 1 schools translates into an average increase of -5% in pass rates (a difference of only 1% between the two rates). The differences between pass rates and math success rates for FAD schools are in all cases greater than 60%, whereas for all schools receiving the complete service package these differences do not exceed 35% for both Cohorts.

The addition of the school canteen variable to the analysis again does not allow for a better understanding of the differences between schools. The lack of a school canteen is associated with substantial increases in success rates, particularly for FAD schools. Receiving a meal at school seems to have a positive influence on academic success only when considering schools receiving the complete service package independently from their respective Cohort.

3.2.6 Complementary Factors in Academic Success

To a certain extent, the various analyses of school canteen data could also suggest that the canteen may have a positive effect in poorer schools, such as certain schools selected for the project that had extremely low performance rates in the 1997-1998 period. Above a certain threshold, however, the canteen has no significant impact on success. Unfortunately, it is difficult to determine the nature of this threshold. Is it the parents' increased confidence in the quality of the school that motivates them to have their children faithfully attend school throughout the year? Is it the stronger motivation of teachers who attend training sessions, or is it the greater availability of teaching materials? If that is the case, the most important factor for success is the project itself, and the school canteen only has a very indirect impact on academic success. This threshold could also consist of a minimum calorie intake below which children can't learn. In that case, the canteens should target schools in very specific socio-economic environments for a more significant impact on academic success. Data collected during the investigation do not allow for validation of this explanatory assumption. It would be worthwhile conducting a complementary study on the links between the socio-economic level of the school environment and the school canteen, and their effects on academic success.

The evaluation team tried to explain the differences between the pass rates and academic success rates of the sample schools on the basis of complementary factors such as the composition of the group or class and the teachers' initial training. In addition to these human factors, the team also tried to identify the effect of physical and financial factors on academic success. While these data are not all directly related to the ED2004 project, they provide food for thought not only for seeing how the project took those factors into account, but also for planning subsequent phases of the project.

AGE DIFFERENCES IN THE CLASSROOM

As shown in section 3.4.1 - General Findings, age differences between pupils in the same class vary significantly. An analysis of these differences shows the influence of this dimension on

academic success. Table 3-13 presents the effects of age differences on pass rates and math success in 3rd grade during the 1997-98 and 1999-2000 period.

Table 3-13: Variations in 3rd Grade Math and Pass Rates between 1997-98 and 1999-2000 in relation to Age Differences (based on ages stated by the pupils and on statistics collected in the schools)

Type of service	Percentage variation - 3rd to 4th grade pass rates				Percentage variation - math success in grade 3			
	3-5 years diff.	6-9 years diff.	10 + years diff.	Average	3-5 years diff.	6-9 years diff.	10 + years diff.	Average
FAD only		-1.1	---	-1.1		61.7	---	61.7
Complete package	34.6	1.9	-76.7	0.9	27.8	3.3	-70.8	1.4
Cohort 1	*-5.4*	*13.4*		*10.7*	*-32.8*	*0.5*		*-4.3*
Cohort 2	*74.5*	*-15.2*	*-76.7*	*-10.5*	*88.4*	*7.6*	*-70.8*	*8.0*
Without ED2004	18.6	47.9	100.4	46.7	31.1	4.7	-0.2	16.7
Total	**26.6**	**7.5**	**11.9**	**11.5**	**29.5**	**15.9**	**-35.5**	**13.5**

On the whole, the results demonstrate that the closer the age difference is to the standard for 3rd grade students, the greater the chances for passing and for success in mathematics. Classes where the age groups are more homogenous (particularly in the case of schools receiving the complete service package) saw the biggest increase in pass rates during the period. The same goes for math success, where both the control schools and those receiving the complete package had the highest increase in success rates.

The situation is the same for pass rates and academic success rates for grade 5 pupils in the same period (1997-98 and 1999-2000, see Table 3-14).

Table 3-14: Variations in 5th Grade Math and Pass Rates between 1997-98 and 1999-2000 in relation to Age Differences (based on ages stated by the pupils and statistics collected in the schools)

Type of service	Percentage variation - 5th to 6th grade pass rates				Percentage variation - math success in grade 5			
	4-5 years diff.	6-9 years diff.	10 + years diff.	Average	4-5 years diff.	6-9 years diff.	10 + years diff.	Average
FAD only		2.7		2.7		105.1		105.1
Complete package	54.6	12.3	-5.7	19.0	74.5	27.2	-34.5	30.5
Cohort 1	*119.7*	*4.0*	*-5.7*	*19.1*	*161.3*	*23.8*	*-34.5*	*35.1*
Cohort 2	*-10.5*	*33.2*	---	*18.6*	*-12.4*	*35.8*	---	*19.7*
Without ED2004	-5.9	50.0		31.4	15.2	-1.6		5.1
Total	**24.4**	**22.4**	**-5.7**	**21.3**	**44.8**	**33.0**	**-34.5**	**31.8**

In that case, however, age differences have an important impact on pass rates only when the age difference among pupils in the same class is 10 years or more. The impact is greater on math success in grade 5 than on math success in grade 3.

A strategy aimed at improving the quality of education should take this dimension into account. The two tables below show a class breakdown in the sample schools according to age differences for pupils in the same class.

Table 3-15a: Grade 3 Classes according to Age Differences and Type of Service received (based on the ages stated by the pupils and statistics collected in the schools)

Type of service	Difference N/A		3-5 year difference		6-9 year difference		10 + year difference		Total	
	No. of classes	%	No. of classes	%	No. of classes	%	No. of classes	%	No. of classes	%
FAD only					3	75%	1	25%	4	100%
Complete package	3	15%	3	15%	13	65%	1	5%	20	100%
Cohort 1	*2*	*20%*	*1*	*10%*	*7*	*70%*			*10*	*100%*
Cohort 2	*1*	*10%*	*2*	*20%*	*6*	*60%*	*1*	*10%*	*10*	*100%*
Without ED2004	2	29%	2	29%	2	29%	1	14%	7	100%
Total	**5**	**16%**	**5**	**16%**	**18**	**58%**	**3**	**10%**	**31**	**100%**

Table 3-15b: Grade 5 Classes according to Age Differences and Type of Service received (based on ages stated by the pupils and statistics collected in the schools)

Type of service	Difference N/A		4-5 year diff.		6-9 year diff.		10 + year diff.		Total	
	No. of classes	%	No. of classes	%	No. of classes	%	No. of classes	%	No. of classes	%
FAD only	1	25%			3	75%			4	100%
Complete package	5	25%	2	10%	10	50%	3	15%	20	100%
Cohort 1	*1*	*10%*	*1*	*10%*	*7*	*70%*	*1*	*10%*	*10*	*100%*
Cohort 2	*4*	*40%*	*1*	*10%*	*3*	*30%*	*2*	*20%*	*10*	*100%*
Without ED2004	1	14%	2	29%	4	57%			7	100%
Total	**7**	**23%**	**4**	**13%**	**17**	**55%**	**3**	**10%**	**31**	**100%**

In both grades 3 and 5, most of the classes have non-homogenous groups with an age difference of 6 to 9 years greater than the standard age per group. In light of the data in Tables 3-13 and 3-14, taking the existing makeup of school groups and classes into consideration should be a priority in efforts to improve the quality of education in Haiti.

TEACHERS' CHARACTERISTICS

The evaluation team analyzed the possible impact of a set of data collected from teachers on pass rates and math success rates. The characteristics reviewed include initial training, teaching experience in the same class, gender and place of residence. Only one characteristic turned out to be significant, and that was teachers' initial training. This characteristic was analyzed over the 1997-98 and 1999-2000 periods. The results are shown in the following tables.

For both pass rates and math success in grade 3, the greatest increases in rates of success are linked to specialized training in education, CAP or teachers' college. For this teaching level, it seems that Bac (1 or 2) level training does not automatically lead to a better quality of teaching. The data in the table below raise certain questions, however.

Table 3-16: Variations in 3rd Grade Math and Pass Rates between 1997-98 and 1999-2000 in relation to Teacher's Training (based on statistics collected in the schools)

Type of service	Percentage variation - 3rd to 4th grade pass rates					
	7th/9th	CAP	3rd/2nd	T. College	Rh/Ph	Average
FAD only			-8.6		2.7	-1.1
Complete package	-76.7	57.0	12.5	-7.9	-9.0	-0.3
Cohort 1		*57.0*	*-5.4*	*-5.2*	*-8.4*	*8.7*
Cohort 2	*-76.7*		*21.5*	*-10.5*	*-9.8*	*-10.5*
Without ED2004	78.0		10.8	43.6	-45.1	26.5
Total	**0.7**	**57.0**	**8.4**	**23.0**	**-10.3**	**7.1**

Type of service	Percentage variation in grade 3 math success					
	7th/9th	CAP	3rd/2nd	T. College	Rh/Ph	Average
FAD only			-25.2		105.1	61.7
Complete package	-70.8	63.4	18.5	85.9	-13.4	12.6
Cohort 1		*63.4*	*-32.8*	*184.3*	*-31.0*	*19.3*
Cohort 2	*-70.8*		*44.2*	*-12.4*	*10.1*	*5.1*
Without ED 2004	4.7		-9.1	11.1	-41.1	-2.0
Total	**-33.1**	**63.4**	**4.2**	**41.0**	**7.5**	**15.1**

Why do teachers whose training is equivalent to grades 7/9 and those who have a teachers' college diploma and work in the control schools obtain better results in terms of pass rates than their colleagues with similar training who benefit from the complete service package? How can the inversion in the performance of pupils taught by college graduates between pass rates (control schools) and math success (Cohort 1) be explained?

Table 3-17: Variations in 5th Grade Math and Pass Rates between 1997-98 and 1999-2000 in relation to Teacher's Training (based on statistics collected in the schools)

Type of service	Percentage variation in pass rates - Grade 5 to grade 6						
	7th/9th	CAP	3rd/2nd	T. College	Rh/Ph	Univ	Average
FAD only			31.0		19.4		23.2
Complete package		---	-22.0	-10.5	-4.0	7.4	-4.6
Cohort 1			*-22.0*	*-10.5*	*-4.7*		*-8.3*
Cohort 2		---			*-3.2*	*7.4*	*0.4*
Without ED2004	-31.5	2.5		0.6			-3.5
Total	**-31.5**	**2.5**	**4.5**	**-3.1**	**0.3**	**7.4**	**-0.8**

Type of service	Percentage variation in grade 5 math success						
	7th/9th	**CAP**	**3rd/2nd**	**T. College**	**Rh/Ph**	**Univ**	**Average**
FAD only			52.8		234.8		174.2
Complete package		---	-17.4	-11.0	-3.5	228.4	30.0
Cohort 1			*-17.4*	*-11.0*	*2.9*		*-3.1*
Cohort 2		---			*-14.2*	*228.4*	*82.9*
Without ED2004	---	-25.6		15.0			1.5
Total	**---**	**-25.6**	**17.7**	**6.4**	**44.2**	**228.4**	**41.9**

As regards grade 5 pass rate and math success, specialized training in education seems to play a less important role in improved pupil performance. In this case Bac (1 ou 2) level training or university training is linked to better performances. The preceding table raises questions similar to those stated previously for grade 3. An additional question here is the significance of variations in the performances of college graduates, depending on whether they teach 3rd grade or 5th grade.

AVAILABILITY AND USE OF TEACHING MATERIALS

Teaching materials were distributed in the schools by the ED2004 project. Observations in the schools and classes visited revealed the presence of these materials, in particular charts, maps and posters and FAD training materials. With the exception of FAD materials, the investigators did not witness these materials being used by the teachers.

As regards the use of FAD materials and related teaching methods, the evaluation team conducted observation sessions in 7 of the 23 grade 3 classes using interactive radio. It should be noted that the period reserved for field investigation was too short for additional observation sessions, as the broadcasts only started during the last two weeks of the investigation. The main findings of the observation sessions are as follows:

1. Activities prior to the lesson

None of the teachers observed completed the set of preparatory activities before the lesson was broadcast. However, five of the 7 teachers very seriously prepared for the broadcast and all the pupils had the materials in hand before the beginning of the lesson. In two cases the teachers demonstrated very poor lesson preparation.

2. Activities during the lesson

In 4 out of 7 observed cases, the pupils were ready for the broadcast. All the teachers made sure that the pupils follow instructions and encouraged them to participate, both girls and boys. Most students actively participated by answering questions, doing exercises and singing, and readily made use of available materials.

3. Activities after the broadcast

Only one teacher of those observed adequately completed the knowledge reinforcement activities after the broadcast, particularly as regards questioning pupils and formulating ideas. The majority of teachers adopted a very traditional approach for doing the exercises suggested in the available materials, which clearly goes against the interactive pedagogy promoted by radio. Still, on the

whole, the pupils' level of participation and the teachers' participation during the broadcasts were very high.

THE COST OF SCHOOLING

The idea that the more you pay for school, the better the results, was tested on the basis of pass rates and math success rates for 1999-2000 (see Table 3-18).

Table 3-18: Pass Rate and Math Success Rates in 1999-2000 in relation to Tuition Fees (based on statistics collected in the schools)

Yearly fees (Gourds)	% of pupils who passed -1999-2000			% of math success		
	3/4	5/6	CEP	3/4	5/6	CEP
Less than 1000	62.3	73.7	51.7	51.6	54.6	46.9
1000 - 2000	74.8	73.2	56.6	59.0	65.6	59.4
More than 2000	80.1	79.6	54.1	46.5	80.9	43.4

While there appears to be a link between the tuition fees paid by parents and the 3rd grade pass rates and 5th grade math success rates, when those figures are applied to all classes in a school, it is not possible to establish significant links between these variables.

3.2.7 Gender Differences

Overall, the various classroom observation sessions did not reveal any systematic bias in the treatment of pupils according to their gender. Whether the teachers were asking questions or guiding pupils in learning activities or managing the class, no positive or negative discrimination was shown toward either sex. Nonetheless, the pupils' results differ on the basis of gender.

For example, the results of the math test administered in grade 4 show a higher success rate for boys than for girls : 55.7% for boys and 43.9% for girls. The data is similar for math results in 1999-2000, where the boys have an average success of 55.9% while the figure for girls is 50.4%. Conversely, variations in 3rd grade pass rates and math success rates for 1997-98 and 1999-2000 are better for girls than for boys. These variations are as follows: increase in grade 3 pass rates (boys 7.8% / girls 22.7%); increase in grade 3 math success rate (boys 5.4% / girls 23.4%). In the case of CEP, the data are as follows:

	Boys	Girls
CEP pass rate in 1999-00	53.8%	53.1%
CEP math success rate in 1999-2000	52.3%	47.9%
Variation in CEP pass rate in 1997-98 and 1999-2000	-9.4%	-10.1%
Variation in CEP math success rate in 1997-98 and 1999-2000	60.5%	16.2%

The math results are higher for boys at the CEP level, particularly the variation in success rates for 1997-98 and 1999-2000. Pass rates are comparable, however. Factors explaining these differences could be the materials used or, more likely, parental or community attitudes or the socio-economic level of the family. Complementary studies should be carried out to verify this assumption.

4 Economic Approach

4.1 Presentation

Rather than reviewing the still ongoing project accounts, the economic and financial portion of this evaluation seeks to verify whether the conditions have been met for economic and financial monitoring of the program, and whether it is now and will later be possible to account for the costs of the activities completed, in terms of project effectiveness. The main questions raised were the following:

- Is it possible to effectively monitor project expenses and relate them to the tasks accomplished?
- Is it possible to evaluate project effectiveness through the unit costs of various interventions carried out and the number of beneficiaries of those actions?

An affirmative answer to both these questions would guarantee final evaluation of project effectiveness. We will try to answer these questions at the end of the present section, which includes:

- a project expenditure budget as of the end of June 2000;
- an analysis of the costs of interventions carried out by subcontractors (called "sponsors" in the project);
- a discussion of the project's management information system (MIS);
- preliminary conclusions.

4.2 Budget Expenditures and Distribution of Tasks

4.2.1 Presentation

One the major difficulties in analyzing budgets and expenditures lies in the condensed nature of AED accounts. We were not shown the details of expenditures made outside Haiti, as the ED2004 project in Port-au-Prince[11] has access only to summary reports. Our comments are therefore limited with regard to the overall budget, and an analytical approach is possible only for budget expenditures made in Haiti. This problem is rather constricting when trying to verify expenses in the field (expenditures related mainly to sponsor activities). The vehicles available to sponsors (automobiles and motorcycles) for example, were bought in the USA and it is impossible to determine purchase allocations for this type of equipment within overall AED equipment expenditures.

The following analysis covers as much as possible the period from project startup to late June 2000, which corresponds to the end of one year's support to the clusters. At that date and even for a later period, it is possible to have a reliable picture of project expenditures in Haiti, but not for expenses on the whole. The last available portrayal of consolidated expenses forwarded by AED stops for the period extending to the end of April 2000. It includes projections for the following period, but since the totals presented for those projections do not correspond to those listed under

[11] Referred to below simply as ED2004, although limiting the term to project management in Haiti is incorrect.

budget headings in the table, we chose to judge the consolidated expenditures as of April 30, 2000, because at that date the portrayal of expenses is consistent for the project as a whole. As for sponsors' expenditures, we have used the account statements as of June 30, 2000.

4.2.2 Project Budget

Between contract signing and the present, the project budget increased slightly (+3.5%) from $17,187 to $17,782 million, and underwent a major reorganization. The reorganization involved the disappearance of budget headings such as subsidized services (social marketing), the policy component and the quasi-disappearance of the fixed fee component. Distance education disappeared as a budget heading to become one of the budget components. The general evolution of the budget is geared toward "operational" budget headings (salaries, consultants, travel and per diem fees (+231%), other direct costs, training and particularly sponsors) to the detriment of budget headings more focused on project management, i.e. G & A (commissions), provisions and the above-mentioned headings.

Table 4.1 below shows the evolution of the budget between contract signing and the present. Table 4.2 compares the project budget, the status of obligations as of September 30, 2000 and expenditures as of April 30, 2000.

Table 4-1: Initial Budget (as per the contract) and the 2000 Budget, in $US
Sources: Project Contract and AED Budget

	Initial budget (project)	**AED budget in 2000**
Salaries	1,075,970	1,389,448
Fringe Benefits	257,164	209,430
Consultants	56,044	89,527
Travel & Per Diem	100,170	331,819
Other direct costs	301,185	800,632
Indirect costs / Overhead	590,877	959,092
Training	3,296,241	3,665,590
Equipment & Supplies	-	1,755,915
Non-expandable Equipment	167,340	-
Procurements: TB/Materials	4,546,968	-
Grants	1,671,885	2,189,900
Subcontractors	2,470,827	5,873,155
G & A	327,121	264,292
Allowances	303,103	252,854
Distance Education	1,679,777	-
Social Marketing	21,138	-
Policy Component	221,460	-
Fixed Fee	100,000	611
Total budget	17,187,270	17,782,265

Notes:
Allowances cover benefits such as lodging for technical assistants.
G & A represents the management costs, generally at of rate of 4.5%, associated with the costs of subcontractors managing the project.

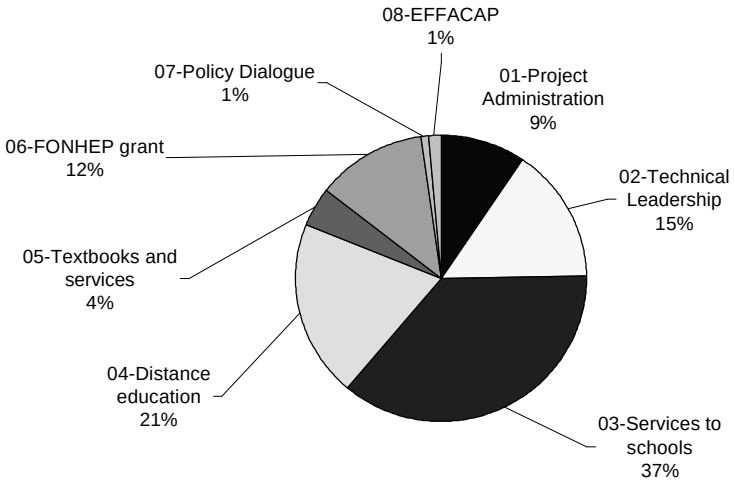
Table 4-2: Consolidated Budget, Obligations and Expenses (overall project) in $US

Source: AED Budget

	Budget	Obligations as of 30/9/00	% of obligations	Expenses as of 30/4/00	% of Expenses
Salaries	1,389,448	951,804	68.5%	790,946	56.9%
Fringe Benefits	209,430	129,348	61.8%	120,153	57.4%
Consultants	89,527	59,503	66.5%	106,309	118.7%
Travel & Per Diem	331,819	172,841	52.1%	174,015	52.4%
Other direct costs	800,632	477,110	59.6%	477,037	59.6%
Total Direct Costs	**2,820,856**	**1,790,606**	**63.5%**	**1,668,460**	**59.1%**
Indirect costs / Overhead	959,092	543,459	56.7%	582,497	60.7%
Training	3,665,590	1,211,906	33.1%	973,711	26.6%
Equipment & Supplies	1,755,915	1,755,915	100.0%	696,373	39.7%
NGO Grants	2,189,900	1,461,098	66.7%	1,147,921	52.4%
Subcontractors	5,873,155	3,751,872	63.9%	2,701,745	46.0%
G & A	264,292	132,615	50.2%	121,275	45.9%
Allowances	252,854	129,349	51.2%	87,980	34.8%
Fixed Fees	611	611	100.0%	0	0.0%
Total Budget	**17,782,265**	**10,777,431**	**60.6%**	**7,979,962**	**44.9%**

The budget and expenditures are then allocated to various project tasks. That breakdown shows the amount allocated to school support through the sponsors, which is more than one-third of the total budget. Tasks 03 to 08 (technical interventions as a whole) account for 75% of the total budget. Of the remaining 25%, 15% is allocated to technical leadership of the project (theoretically to project management in Haiti), which leaves 9% for general administration. Diagram 4.1 below shows the budget amounts allocated to the various tasks.

Diagram 4.1-Budget Breakdown by Task



The budget profile of each task is concentrated under fairly specific budget headings. Table 4.3 below shows the total budget allocated to each task, opposite the budget headings under which they can be found.

Table 4-3: Breakdown of Budget per Task

	Budget ($US)	% of project total	Main budget headings
01-Project Administration	1,662,964	9.4%	
02-Technical Leadership	2,754,908	15.5%	Subcontractors - 40%; Salaries and fringe benefits - 30%
03-School Services	6,459,032	36.3%	Training - 49%; Subcontractors - 33%
04-Distance Education	3,570,651	20.1%	Subcontractors - 68%; Equipment - 18%; Training - 10%
05-Textbooks and services	763,001	4.3%	Equipment (and supplies) - 90%
06-FONHEP Grant	2,156,114	12.1%	NGO Grants - 93%; Subcontractors - 7%
07-Policy Dialogue	170,598	1.0%	Training - 72%
08-EFFACAP	244,997	1.4%	Equipment - 46%; Subcontractors - 19%
Total	**17,782,265**	**100.0%**	

4.2.3 Project Expenditures

It is rather difficult to follow project expenditures, given that some of them occurred in Washington. An assumption that the expenditures in Washington consisted of management fees or simply payment of the subcontractors managing the project cannot be made, as they include operational expenditures such as grouped purchases of equipment (e.g. vehicles) later shipped to Port-au-Prince (50% of the project equipment was purchased in Washington). There is thus interpenetration of expenses between the AED budget and the ED2004 budget.

Monitoring of project expenditures by ED2004 is especially precise and detailed, and can be accessed through several sources, i.e. the accounting journals of the software package used by ED2004 (Peachtree) and the various summaries by the financial management cell and the coordinator (chief of party). These data and the summaries provide precise pinpointing of expenditures over time.

On the other hand, the data available for the project as a whole (edited by AED and including its own share of expenditures) are both overdue and too condensed to allow for a detailed analysis of project expenditures. To illustrate this problem, note that at the time of the evaluation we had only a snapshot of consolidated expenses as of April 30, 2000. In the untitled, undated financial document (most likely a printout of financial data by a monitoring or accounting software), the initial columns are consistent (budget, current obligations, expenditures as of 30/4/2000), but the totals for the following columns, which should provide an estimate of expenses beyond that date, do not correspond to budget heading totals.

In other words, we were unable to have a picture of overall project expenditures after April 30, 2000. A portrait of ED2004 expenditures (including sponsors' expenses), however, is available for much more recent dates (accounts consolidated as of June 30, 2000 are available, including sponsors' expenses and despite sponsor delays in sending vouchers). This should be kept in mind for later monitoring of expenditures, which leads to the following recommendation:

RECOMMENDATION 4-1: DETAILED IMPLEMENTATION STATEMENTS

The ED2004 team in Port-au-Prince must be given more detailed information on subcontractors' expenditures in Washington, and sooner, in order to conduct better monitoring of project operational tasks.

Data on expenses for the project as a whole as of April 30, 2000 are presented below.

Table 4.4 presents two very different indicators. The first, "Percentage of overall expenditures", indicates the amount allocated to a particular task. This indicator allows for an appreciation of the progress made on each task. The second, "Percentage of ED2004 expenditures", represents the amount disbursed in Haiti as of April 30, 2000 for each task carried out by the project. It provides a rough idea of how each task is managed for beneficiaries (schools and teachers). These two indicators enhance the typology of project activities.

Expenditures as of April 30, 2000 were not half what was initially projected (44.9%), and disbursements are rather irregular from one task to another. The first two expenditures, which concern project administration, seem to the progress of the project, with expenditure rates of 68% and 53%. On the other hand, expenses related to technical tasks vary, being near the average for school services (task 03 at 43%) and the FONHEP grant (task 06 at 55%). The first case involves a well-advanced activity whose rate of task accomplishment (with the startup of the second wave of Cohort structuring) suggests that all the projected budget expenditures will be used[12]. The second case involves an activity that does not present any particular technical difficulty that would delay implementation. Distance education (task 04) has a low rate of disbursements but one that is still close to the average (37%). The other tasks have much lower expenditure rates. These are:

- Training manuals and services (task 05 at 12%), starting in December 1999 with the purchase of approximately $27,000 worth of equipment;
- Policy dialogue (task 07 at 19%), starting in March with expenses for subcontractors and the information campaign. The delay in startup can be attributed to the difficulties of communicating with MENJS;
- EFACAP (task 08), whose progress is limited to the initial work carried out by consultants starting in January 2000.

What happens to the portrayal of expenses if only ED2004 expenditures in Port-au-Prince up to June 30, 2000 are taken into account? The overall disbursement rate increases by 2.5 points, rising to 47.4%, with an increase of approximately 3 points for each of the following tasks: project administration, school services, distance education and the FONHEP grant. Keep in mind that this projection does not include expenditures made in Washington. Projections are therefore underestimated and should be considered carefully.

[12] By adding the amount of sponsors' contracts for 2000/01 ($1.738 million) to expenditures at that date, the disbursement rate is then an obviously undervalued rate of 73%.

Table 4-4: Expenditures per Task as of April 30, 2000[13]

	% overall expenditures	% of ED2004 expenditures
01- Project Administration	67.6%	54%
02-Technical Leadership	53.2%	8%
03- School services	42.9%	59%
04- Distance education	36.9%	83%
05-Textbooks and services	12.2%	85%
06-FONHEP grant	54.6%	99%
07-Policy Dialogue	19.3%	18%
08-EFACAP	0.0%	100%
Total	**44.9%**	**59%**

The second indicator illustrates budget expenditures in terms of disbursements for activities in the field. Expenses related to technical leadership occurred for the most part in Washington (92%). Project administration is in a more intermediate position (54% carried out in Haiti), while budget expenses for distance education (task 04), teaching manuals (task 05) and of course the FONHEP grant (task 06) occurred in Haiti at levels ranging from 83% to 99%. Only 59% of school services (task 03) disbursements were made in Haiti. This calls for a look at the outcome, however, both in terms of equipment acquired in the form of group purchases made in Washington and as regards the payment of indirect costs to certain sponsors in the United States. As of April 30, the proportion of budget expenditures made on site had risen to 59%.

4.3 School Services - 1999-2000 Sponsors' Budget

4.3.1 Budget and Budget Expenditures

The 1999-00 school year was the first fully operational year of the project in terms of school services. Ideally, the initial analysis and calculation of unit costs that follows will later lead to a more detailed study on monitoring costs related to performance indicators. Given the framework of this evaluation and the time allotted for the work, it is rather difficult to arrive at a definitive proposal. The purpose of this approach is essentially to:

- monitor sponsors' budgets and expenses by budget category and by destination of funds (see Table 4.5 below);
- calculate unit costs in terms of both budget and expenditures according to relevant performance indicators (Table 4.6 below provides a rough draft to that effect);
- pinpoint disbursement differences among sponsors.

These indicators constitute a complementary guide to sponsors' results and should be used in conjunction with their periodic reports.

13 To reconstitute expenditures for 1999/2000, the rate of exchange used is 17 Gourdes/$ US.

Table 4.5 presents the budget and expenditures for Task 3 (School Services) in terms of budgets allocated to sponsors, according to budget categories used by the project and the destination of funds and actual expenditures:

- workshops for principals vs teaching teams;
- direct supervision consists of charges related to direct supervision of teaching teams (chiefly, but not only, interventions by ECPs in the field). Added to this category is distribution of materials, which include rental costs and vehicle maintenance charges and represents 3% of the budget. It is difficult to distinguish distribution of material from direct supervision;
- indirect supervision includes other charges related to supervision (training ECPs and communicating with ECPs, FFs, supervisors and the ED2004 team);
- general costs cover all other charges such as indirect costs, salaries of sponsors' supervisory staff and various management costs.

The first diagram shows the percentage of salaries as regards the overall budget, and the second the expenditure rate for salaries.

Diagram 4.2
Budget - Sponsors 99-00 by category

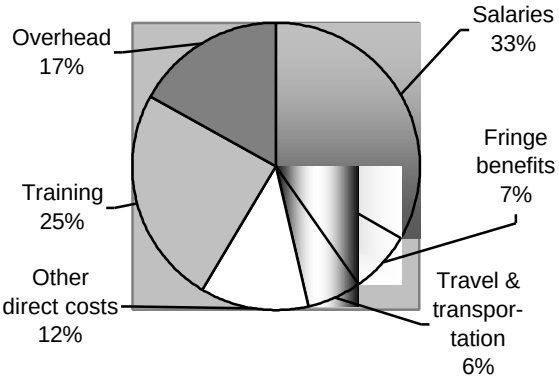


Diagram 4.3
Budget - Sponsors 99-00 by destination

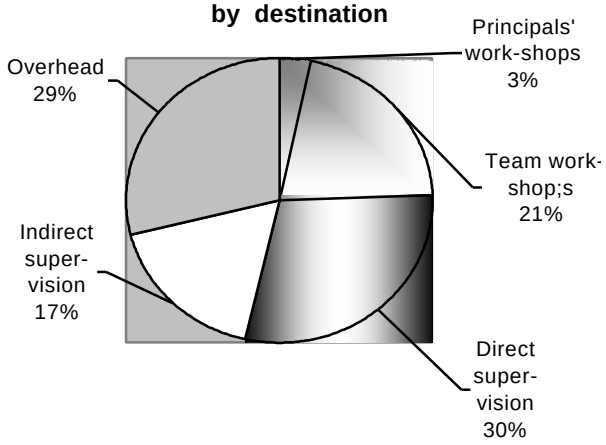


Table 4-5: Task 03 - Budget and Expenditures by Sponsor (1999-00)

		Budget $US	% of overall budget	Expenses	% of budget expen-ditures
ED2004 Categories	Salaries	830,819	33.3%	751,217	90.4%
	Fringe Benefits	173,470	7.0%	134,049	77.3%
	Travel and transportation	150,526	6.0%	90,716	60.3%
	Other direct costs	307,136	12.3%	168,439	54.8%
	Training	610,413	24.5%	373,327	61.2%
	Indirect costs / Overhead	419,037	16.8%	296,977	70.9%
Destination	Principals' workshops	83,606	3.4%	46,421	55.5%
	Team workshops	526,806	21.1%	326,906	62.1%
	Direct supervision	728,699	29.2%	588,120	80.7%
	Indirect supervision	435,693	17.5%	320,878	73.6%
	Overhead	716,596	28.8%	532,399	74.3%
Total		**2,491,402**	**100%**	**1,814,724**	**72.8%**

In the breakdown of budgets by destination, salaries and fringe benefits are found under both direct and indirect supervision segments and account for 40% of the budget. Training workshops consume approximately 25% of the budget, essentially workshops for teaching teams.

Based on budget categories, expenses related to management can be seen to consume roughly 75% of the budget. Salaries account for the biggest portion (90%), but there are also fringe benefits and indirect costs. The level of expenditures for operational tasks is lower, with travel, transportation and training costs at 60%, and other direct costs at 55%. The relatively low rate of disbursements for the latter may be due to overestimating needs for equipment and material. A look at budget expenses per destination leads to the same observation. Rates are better for direct and indirect supervision and for general costs (74% to 80%) than for budgets for both types of workshops (56% and 62%). It would be worthwhile determining whether this differential is due to lower expenditures for activities in the field than was initially forecast.

4.3.2 Unit Costs

RECOMMENDATION 4-2: UNIT COSTS

A definitive calculation of a series of unit costs should be determined per performance indicator for task 03 (school services). It could be used for project monitoring (comparing the cost of cohorts) and for the final evaluation. An initial definition is proposed below.

What do the expenses attributed to performance indicators represent, particularly as regards cluster schools, teachers and pupils? Costs related to task 03 include two components:

- sponsors' expenditures: these may be allocated for each year to the clusters and teams covered and, to a lesser extent, to the pupils targeted;
- other ED2004 budget expenses allocated to task 03: these benefit the task for the total duration of the project, and thus benefit all the cohorts (as the initial consultations illustrate) ;
- part of ED2004 budget expenses allocated to tasks 01 (project administration) and 02 (technical leadership), which benefit all other tasks.

There are thus not one, but two series of unit costs to be calculated:

- direct unit costs or unit cost per sponsor intervention, which can be determined cohort by cohort (see Table 4.6 for 1999-00);
- more general unit costs which includes the above plus the two following components:
  - (i) other ED2004 expenditures for task 03 allocated to each year of the intervention by adjustment, either pro rata of the sponsors' intervention costs or proportionally to performance indicators applied to the project as a whole (both methods should lead to more or less similar results);
  - (ii) part of expenditures for tasks 01 and 02; these could be spread out at the end of the project among all other tasks in proportion to their respective budget expenses.

Table 4.6 presents the first of these unit costs as regards only sponsors' budgets for 1999-00. A cost per pupil is included. Since school services are for clusters and teaching teams, this cost is indicative and is based on an average of 240 students per school.

Table 4-6: Unit costs for Task 03 – Sponsors' Budgets - 1999-00

	Budget	Expenses
Cluster	$38,329	$27,919
School	$6,679	$4,865
Pupil (240 per school)	$27.83	$20.27

Note: These values present a defect that must be corrected. They do not take into consideration the vehicles acquired in Washington and given to sponsors.

4.3.3 Sponsors' Expenditures

Attributing budget expenses to clusters differs appreciably from one sponsor to another, as do the budget expenditures they negotiated, as Table 4.7 indicates. In addition to the data presented in the table is the difference in ECP salaries from one sponsor to another, with a 63% difference between the lowest and highest salary. The annual gross salary of a Save the Children ECP was 113,800 gourdes, while that of a Care ECP was 185,700 gourdes.

Table 4-7 : Budget and Expenditures per Cluster (Sponsors, 1999-00)

$US

	Budget/ cluster	Expenditures /cluster	Rate of Expenditure
APV	28,997	21,604	75%
CARE	29,428	16,223	55%
CRS	37,333	19,010	51%
FONHEP	42,671	29,224	68%
FOSCASEC	26,879	17,620	66%
PAM	39,339	26,118	66%
SADA	29,553	27,922	94%
SAVE	41,715	34,430	83%
STEM	36,991	28,830	78%
UNIQ	42,379	35,169	83%
Average	**38,329**	**27,919**	**73%**

4.4 Management Information System (MIS)

4.4.1 Current Situation

The attempt to determine unit costs based on the budgets and budget expenditures highlighted a few problems with the information system. Following are a few elements illustrating these problems:

- The sponsors' budgets submitted to us for the year 2000-01 (which form the basis of our analysis) were superseded by more recent versions. The documentation source, which on the whole is very well maintained and which is the source of the version submitted to us, did not contain the latest versions of these budgets. This could reflect an internal communication problem.
- The bookkeeping does not show the distribution of costs among budget categories linked to the contracts, which makes it difficult to monitor the sponsors' economic performance. In

other words, there is no one-to-one relationship between budgetary terms for budgets (approved by sponsors) and accounting nomenclature.

- An intermediate monitoring system for sponsor expenditures (through voucher tracing) done with Excel allows for slightly more compatible budget monitoring, but the groupings made (often by the sponsors themselves) are not consistent with the budgets.
- The system can be useful but is costly in terms of time and handling, as it is done with Excel spreadsheets (one sheet per month and per sponsor) and copied from month to month based on models that are not always consistent between sponsors.
- Consequently, it is difficult to report rapidly and in a timely fashion on the status of sponsors' program expenditures based on the activities stipulated in their contracts. The only instant reporting that can be done involves budget expenses according to project accounting nomenclature, and not on the basis of objectives or detailed expenditures. For example, budget expenditures do not always make a distinction between the salaries of the sponsors' administrative personnel and that of the ECPs (supervisors) or the FFs (master trainers). This problem led us to conduct a number of calculations and extrapolations in order to come up with a detailed picture of the use of budget expenses by sponsors (see School Services).

In short, the ED2004 project suffers from an information system problem resulting in :

- A lack of consistency among budget nomenclature for sponsor activities (financial expenditures for activities in the field) and the project accounting nomenclature;
- An insufficient flow of information among various users within the project team, i.e. project coordinator, sponsor managers and the financial management cell;
- The lack of a more detailed picture of expenditures made in Washington, which would facilitate monitoring of project expenditures (on this point the ED2004 project has little scope for action).

There is a formalized information system for the ED2004 project, but it only concerns statistical information about project performance indicators. At present there is no routine link (periodical, formalized and quickly produced) between the following types of information:

- Program (results expected from the project and the sponsors);
- Budget (projected expenditures to achieve these results);
- Performance indicator monitoring (the current MIS);
- Expenditures monitoring from an economic perspective (linked to performance indicators);
- Accounting monitoring.

This situation is perfectly understandable insofar as the period from startup to fully operational status was barely 9 months, and it would be ill-advised to criticize the ED2004 project for these growing problem. We believe, however, that now is time to correct them.

Note that the project document archiving system and filing model, already in place, are important elements in the management information system and must be taken into account as such, and pursued and developed. One of the components of that documentation system is the document distribution plan established at the initiative of the coordinator. It is important to pursue this initiative.

4.4.2 Emergence of an Economic Monitoring System

Some very positive aspects show the emergence of a need for monitoring that goes beyond mere statistics on performance indicators:

- document distribution plan (which must be pursued);
- different budget and account monitoring systems in a format more detailed than basic accounting requirements:
  (i) a system for projecting and monitoring expenditures per task with an economic approach, i.e. contract details, component elements and projected expenses. Given the volume of work this tool calls for, it is not updated often enough;
  (ii) use of the Retasking 4 system on Excel by the financial management unit, which allows for detailed monitoring of expenditures month by month.

There is thus a need to coordinate these various efforts, with less costly and more integrated orientation of existing systems. Ideally there would be a single monitoring system that integrates accounting, financial and economic monitoring linked to accomplishment of tasks, as explained below.

RECOMMENDATION 4-3: DEVELOPMENT OF MIS

The distribution, archiving and access to contract information must be reconsidered. Budget information and the accounting system must be compatible, and this information must be linked to information on performance indicators for effective follow-up of sponsors' results.

1. Reconsider archiving and access to this information:
   Hard copy archiving is a safe, necessary tool but not very satisfactory, as our experience has shown. Information must also be stored on the computer network, with access authorization and updates clearly defined in a system of individual files per sponsor and per contract. This presupposes hooking up all or some of the ED2004 work stations to the network, as an intermediate solution.

2. Ensure compatibility between budget information and the accounting system, which raises three possibilities:
   (i) if USAID proposes a software package that allows for both programmed monitoring and accounting monitoring, that the package be adopted. This is an inevitable occurrence, for reasons of standarization, and has the advantage of partially solving the information system problem described above.
   (ii) if not, try to adapt the accounting software currently in use (Peachtree) for monitoring sponsor expenditures based on the nomenclature used in the budgets. Accounting summary reports can be made possible by designing ad hoc report formats.
   (iii) if the second solution proves impossible, develop the current method of summarizing sponsor expenses by:
      - adequately detailing budget expenditures using the terms found in the budget, with slightly more detailed nomenclature that follows expenses based on performance indicators;
      - automate the procedure to make it more efficient (mini-application on Access, Excel data base, etc.);
      - insist that sponsors provide detailed financial reports that meet these requirements.

3. Link this information to information on performance indicators for effective monitoring of sponsors' results. This could be combined with the quarterly ED2004 activity reports.

This requires setting up two mechanisms:
1. hooking some ED2004 work stations up to a network
2. determining which software is to be used for data capture and processing.

4.5 Conclusion on the Economic Approach

Two basic questions posed in the introduction were:
- Is it possible to effectively monitor project expenses and relate them to the tasks accomplished?
- Is it possible to evaluate project effectiveness through the unit costs of various interventions carried out and the number of beneficiaries of those actions?

The answer to the first question is yes, as long as ED2004 effectively verify expenditures made by subcontractors in Washington for operational tasks (tasks 03 to 08). On that point, the technical team in Port-au-Prince is entirely dependent on the financial reports sent by subcontractors in Washington. The monitoring of expenditures done in Port-au-Prince is most commendable, given that it was conducted under relatively difficult conditions, not to mention the intermediary position of the technical team, the subcontractors in Washington and the sponsors and other beneficiaries of the project. This effort is, however, still too multidirectional and would benefit from additional formalization of the MIS information management system that covers accounting, financial and economic aspects within an integrated approach. Improving MIS means a methodological approach in terms of design and a technical approach in terms of the network, for which the level of investment appears to be quite acceptable given the issue at stake (efficient project evaluation).

As for the second point, calculating unit costs is an excellent management indicator, especially for monitoring sponsors and project activities. Evaluating whether strategic objectives have been met cannot be done without raising the question of their costs. The ideas put forth in this chapter are an initial proposal that must be studied and refined.

As regards efficiency, keep in mind that real project efficiency can only be assessed after the fact, i.e. a horizon of at least five years, given the types of activity involved. Until then, and especially upon project completion, it is worthwhile embarking on an initial approach in terms of reaching objectives through indicators and costs. Calculating and monitoring unit costs can provide a guideline to this approach.

5 Partners' Comments

The evaluation mission held three different debriefings at the end of its stay in Haiti. The first one was with the sponsors and ED2004 project staff, the second at MENJS with Ministry officials and the third with the USAID mission. The conclusions of the preliminary analyses of the mission members were discussed and commented upon by the participants, and many of the suggestions made on that occasion were incorporated into this document. In order to give an overview of the comments and to put their input into perspective, we will summarize them below, in particular the comments made by sponsors and MENJS.

The sponsors emphasized the following points:

1. The evaluation mission should not establish any links between the results observed in classrooms and the sponsors' capacity to manage the ED2004 project. There are too many divergent elements (region of intervention, rural or urban environment, type of school, etc.) to say that the differences observed in the classrooms are due to sponsors' management.

2. It is important that the ED2004 project establish a mechanism to evaluate sponsors' performance on equitable bases of comparison.

3. This means that first a basic study using common indicators must be conducted for all the schools in the clusters.

4. According to FONHEP, private sector institutions feel "under assault" by the ED2004 project because they are insufficiently involved in project planning and implementation. These institutions are the federations of the Catholic, Protestant and independent sectors, all members of FONHEP.

5. The reports required of the sponsors by the ED2004 project are not sufficiently analytical.

6. The ED2004 project should make better use of the sponsors' abilities and expertise, for example experience in community development.

7. To achieve better cooperation with MNJS, the project should create local committees that include project representatives and inspectors.

8. Has the ED2004 project planned how the evolution of the clusters will be monitored?

9. The clusters need additional funds to continue their development. Has the ED2004 project planned for such funds?

MENJS emphasized the following points:

1. If USAID is indeed planning a subsequent program that integrates SOAG and ED2004, priority should be given to the Office du partenariat.

2. The ED2004 project should acquaint itself with the grids and methods used by MENJS to evaluate learning. The Direction générale adjointe Enseignements et Qualité should be a stakeholder in the project as far as learning assessment is concerned.

3. At the DE level, the NGOs and the sponsors should coordinate efforts with DDEs before intervening in the field.

4. Given that there is a similarity between the clusters and the EFACAPs, can the clusters become EFACAPs?

5. The European Union PAGSE project deals with regional partnership structures. It is important that the ED2004 project closely monitor that work. Departmental funds have been earmarked by the EU to support the decentralization of MENJS.

6 Conclusions

The ED2004 implementing agency has done some good work to date and gained experience with the various partners. It should be retained, without a new call for tenders, for a 3-year extension phase starting in September 2001. Project leaders managed to set up an education services delivery system under difficult conditions in some 370 Haitian primary schools grouped in clusters. The school cluster approach, which reinforces the core school concept, can have a snowball effect and is worth pursuing.

Adjustments should be made to the partnership model developed with the sponsors so as to achieve greater participation on the part of education sector institutions in Haiti. Better collaboration with MENJS is underway, and it looks as though the ED2004 project approach will serve as a reference for other donors. What needs to be done is to consolidate efforts undertaken and get education sector funding agencies actively involved in steering committees.

Results, in terms of improved academic success for students, cannot yet be readily attributed to the project. Tentative responses can be put forth, however, regarding research issues related to that aspect of the project.

6.1 ED 2004 Impact on Quality of Education

Based on an analysis of the data collected during investigations in the schools, the following answers can be put forth regarding the main questions about the quality of education as outlined in Chapter 3.

PROJECT PERFORMANCE AT THE ACTIVITY LEVEL

1. Do the teachers make effective use of the new pedagogical approaches featured in the ED2004 service package?

After two years' participation in the project, Cohort 1 teachers stand out from other teachers in the sample schools because of better management of lessons and a more pupil-centered approach.

2. Do teachers trained in FAD make effective use of this technique?

The majority of teachers observed in the context of interactive radio teaching are committed to that type of pedagogy and effectively master various preparation and content transmission techniques. One aspect where they are less proficient, however, concerns post-broadcast feedback when the teachers revert to a traditional approach to ensure comprehension. This leads to a drop in student motivation and reduces the impact of FAD on academic success.

3. Did the schools receive the training materials distributed by the project?

All the schools visited had the teaching materials supplied by the project.

4. Is the material put to effective use in the classroom?

As specified in Chapter 3, the investigators did not witness any use of supplied materials except for FAD materials.

5. What proportion of pupils receive a meal at school?

Schools with canteens (of the schools in the sample) serve meals to all the pupils.

PROJECT PERFORMANCE IN TERMS OF INTERMEDIATE RESULTS

6. Do the new pedagogical approaches featured in the ED2004 service package enable teachers to improve their teaching methods?

On the whole, the complete service package had a positive effect on scholastic success and Cohort 1 teachers exhibited a better knowledge of learning objectives. Due to the nature of the investigation, however, it is not possible to render a definite opinion as to the link between the teaching methods promoted by the project and improved teaching. That is an important aspect of the project, and should be closely monitored. Teacher observation data collected by the study could be used to set up a database to be used to evaluate improvements in teaching skills. More systematic use of the observations collected by the ECPs could also help provide an answer to this question.

7. Does FAD allow teachers to acquire skills enabling them to improve their teaching methods in subject matters that are not part of the FAD package?

There is very little evidence of transfer of knowledge from one subject matter to another. In fact, classroom observations indicated that as soon as a FAD broadcast is over the teacher almost inevitably reverts to a traditional teaching approach, even during the FAD "post-broadcast" period. It should be noted, however, that several FAD teachers exhibited specific skills in the teaching of other subject matters, i.e. a more open-ended question period that allows pupils to formulate an answer without any prodding from the teacher. That is an important dimension of child-centered pedagogy.

8. Was there an increase in student attendance?

It is impossible to answer this question due to the lack of pupil attendance records in the majority of schools. The evaluation team visit did, however, serve to draw the attention of school authorities to the relevance and usefulness of attendance records. It is an administrative management activity that should be given special attention in project training and monitoring activities.

9. Did the services provided by the ED2004 project increase the math success and pass rates of pupils in grades 3 and 5?

Our analysis revealed that the ED2004 project had a positive impact on academic success either through FAD or through the complete service package. It is in terms of math success that the project has the most impact. All the schools participating in the project (both FAD schools and Cohort 1 schools) showed significant increases in math success rates, actually higher than those of the control schools in the case of grades 3 and 5.

6.3 Basic Assumptions of the ED2004 project

The following is a review of how the hypotheses on which ED2004 and SOAG are based were validated by the data gathered and analyzed during this evaluation.

Hypothesis: Better classroom instruction and learning will increase achievement, as measured by reduced repetition and dropout rates, leading to greater rates of on-time completion of primary schooling.

Validation: This hypothesis is valid and partially supported by the evaluation results. The pedagogical approach promoted by the ED2004 project led to an increase in math success and an increase in pass rates. However, as discussed in Chapter 3 (Quality of Education), success in math is not a good indicator of pass rates. On the other hand, this hypothesis was only verified on the basis of math success rates and pass rates. Reliable data on dropout and repetition rates are not readily available, and the ED2004 project does not currently have the proper monitoring tools. In light of the collected data, one of the most important factors for the improvement of on-time completion of primary schooling is taking age groups within classes into account. So far the ED2004 project has not taken that factor into account.

Hypothesis: Training of teachers and principals, the use of classroom materials, student-centered teaching and interactive radio instruction will improve classroom learning as measured by achievement tests.

Validation: This hypothesis is supported by study data. What the study questions, however, is the relevance of using all these approaches within a single strategy. While FAD on the whole enables a better success rate in math than the complete ED 2004 package, this approach appears less effective in terms of pass rates. It is possible that strengthening the ED2004 package, particularly taking over-aged pupils into account, could prove to be more effective and less costly than FAD, both for math success (as is already the case for success rates in 4^{th} grade tests administered during the investigation) and for pass rates. In fact the study showed that, while each element of the hypothesis appears valid, the overall combination is possibly not the most effective or economical strategy to follow in order to improve classroom learning.

Hypothesis: School feeding programs increase student attendance and readiness for learning, which in turn has a positive impact on scholastic achievement.

Validation: The evaluation could not establish any links between school feeding programs and academic success. In practically all cases, data analysis produced contradictory results. Moreover, the lack of pupil attendance records makes it impossible to monitor the evolution of school attendance. This hypothesis therefore was not validated.

Hypothesis: Increased community and parental involvement in school matters will have a positive impact on scholastic achievement (and will also contribute to the adoption

of democratic attitudes and behaviors, in accordance with the USAID objective of strengthening civil society).

Validation: This hypothesis could not be validated because the project's community involvement activities only started this year, i.e. at the beginning of the 2000-2001 school year. Certain data though, particularly data pertaining to the success of girls or the better performance of control schools in certain areas, could possibly be explained by community involvement in education efforts. This is one of the avenues that should be explored in future to validate this hypothesis.

Hypothesis: The cluster approach, which focuses on local networks of schools, increases and improves the cost-effectiveness of USAID efforts.

Validation: The evaluation mission was unable to confirm or invalidate this hypothesis. A comparative analysis with other types of approaches would have been necessary to obtain relevant data. Nonetheless, delivery of services in the sites (regions) through sponsors with on-site offices and according to the "cascading" training method allows us to suppose economies of scale. Overhead costs of several sponsors and the implementing agency, however, mitigate the gains made by this approach.

Hypothesis: Policy reform that emphasizes quality partnership standards and their enforcement through school licensing will lead to improved quality of primary education.

Validation: The operating license obligation obviously raises the responsibilities of school managers, since it makes them accountable to the government. However, while licensing remains an administrative registration procedure that has no impact on the monitoring of inputs and results produced by the schools, the need for a license is not very significant. If MENJS does not have the means of ensuring (through lack of human resources) that the license corresponds to a duly verified operating permit, improvement of quality remains elusive.

Hypothesis: Failure to improve physical aspects of schools has no obvious impact on achieving the SO4 strategic objective.

Validation: The ED2004 project was based on the hypothesis that "Failure to improve the physical conditions of schools does not hinder achievement of the SO4 strategic objective". This hypothesis is valid in theory, as everyone knows that a child can learn sitting down on a mat, with no school building per se and no desk or blackboard. All that is needed is a teacher and a program. In fact, Haitian children who attend school (half of them have that opportunity) do so in bricks-and-mortar schools (made of concrete blocks, wood or other materials) where in most cases the physical and hygienic conditions (latrines, water, etc.) are deplorable. During the evaluation exercise, the visits to the schools and interviews with parents, teachers and directors, certain factors hindering school attendance came to light, particularly the physical environment and security. Moreover, the analysis of physical conditions revealed a positive link between such factors as lighting and work space

and math success and pass rates. While patchy, these data tend to invalidate the hypothesis.

Hypothesis: Variations in schools in terms of region, academic programs and legal status (public or private) do not affect scholastic performance.

Validation: This hypothesis supports in theory the approach promoted by the ED2004 project, which targets the professional development of teachers (broad-based training) and community involvement through a school project (emphasis based on school milieu and ability to adapt to the study program). The project's course of action over the past two years tended toward promoting standardization of teacher training through standardized training programs and community participation, including adaptation programs. To the extent that the ED2004 project was directed toward standardization rather than an individualization of schools in order to improve academic performance, this hypothesis was in the best of cases abandoned by the project.

Hypothesis: Family poverty levels do not affect attendance or academic success.

Validation: This involves two separate hypotheses that are not based on the same considerations. In the case of the link between poverty and school attendance, most empirical data from Haiti, Africa, Asia, Europe and America establish a direct link between poverty and low education levels. This hypothesis appears completely false and even dangerous, in that it tends to trivialize poverty. Moreover, when education is not perceived as contributing to an improvement in living conditions, the parents' focus on survival makes no consideration for their children's education. The school visits completed during the evaluation mission indicated that the number of children not attending school was higher in very poor areas. Asked about the causes of this phenomenon, the stakeholders identified the parents' inability to pay school tuition as the main reason. In most of the schools visited, children whose parents had not paid the school contribution were either excluded from school or finished the school year without a report card, which prevents them from advancing to the next level. These data invalidates the first element of the hypothesis.

As for the relationship between poverty and academic success, the data on math success and pass rates tend to support the independence of these variables. For example, students in some impoverished schools in the sample achieved higher results than those of "richer" schools in the math test administered to grade 4 pupils. Without a more detailed socio-economic study, however, it is impossible to validate this hypothesis, which nevertheless merits follow-up.

Hypothesis: Significant increases in access to primary school is not a condition for reaching strategic objectives.

Validation: This is a numbers issue. If improving human capacity refers, in the context of the education sector and at the primary school level, to all school-age children then the

hypothesis is false. There is no hope of achieving the strategic objective if the principle of universal access to education is not included in support program planning. Is it possible to improve the human capacity of a few Haitian children? Certainly. Should we strive to improve the human capacity of all Haitian children? Certainly. In short, quality and access should be part of a single vision. In places where a quality project is underway, it should target all the children in the implementation zone. Otherwise the end result is often unjustifiable discrimination.

Hypothesis: Reaching strategic objectives does not require inter-donor coordination.

Validation: The ED2004 project and SOAG should work in association with the other fundraisers. One condition for success is to establish synergies with other donors who are active in the sector.

Hypothesis: School feeding programs do not increase parental schooling costs. Two other hypotheses dealing with the timing and nutritional quality of meals should be added, i.e. meals served by mid-morning (before learning) are best for increasing time on task, and differences in meal nutritional quality do not affect student attendance and time on task.

Validation: Several of the schools visited charge specific fees (parental contributions) for the school canteen. While this issue was not examined in detail, it could be the result in certain cases of a counterpart (community) fundraising policy established by the donor. However, the amount of that contribution is less than the actual cost of the food given to the child. If the parents adequately feed the child at home, the presence of the school canteen could lower the parents' overall cost of schooling. This hypothesis presupposes more in-depth studies, such as the one being conducted by John Snow's team. However, this raises the important question as to whether the low cost of the canteen simply reduces to nothing any eventual short-term financial advantages for the families.

6.3 Synthesis of Recommendations

RECOMMENDATION 2-1: COLLABORATION WITH MENJS

The ED2004 project should pursue joint activities already underway with MENJS and promote new activities so as to establish various partnerships with public authorities. These experiences will set an example for the next phase of the project.

RECOMMENDATION 2-2: INTEGRATION OF SOAG AND ED2004 PROJECTS

The SOAG project and the ED2004 project operate in a parallel and independent fashion. They both share, however, the task of improving dialogue between the private and the public sectors, and each project has a role to play in establishing EFACAPs. In future, these two projects should be integrated within a single program supporting the Haitian education sector.

RECOMMENDATION 2-3: CREATION OF A BIPARTITE JOINT COMMITTEE

A bipartite MENJS/USAID committee should oversee the ED2004/SOAG project. FONHEP can be invited to participate in the committee as the main private sector representative.

RECOMMENDATION 2-4: RELATIONS WITH REGIONAL MENJS STRUCTURES

ED2004 should establish the rules for sponsor collaboration with decentralized MENJS units, rather than letting sponsors determine for themselves what type of collaboration should be established.

RECOMMENDATION 2-5: PROJECT TEAM

Revising the roles and clarifying the responsibilities of human resources and the 4 technical cells, particularly as regards the monitoring/evaluation function, should lead to better results.

RECOMMENDATION 2-6: INFORMATION

ED2004 should review the information package required by sponsors and carefully examine how that information contributes to reaching the objective of the project.

RECOMMENDATION 2-7: PRODUCING TEACHING MATERIAL

The ED2004 project should take the necessary steps to assign Haitian resources to CTQE design activities.

RECOMMENDATION 2-8: PLANNING

- Undertake, with the current AED/TMG/EDC consortium, the planning of an ED2004 project consolidation phase for a new 3-year period extending from October 1, 2001 to September 30, 2004.
- Prepare, for contractual purposes, a brief project document in order to select a contractor. This project paper will not attempt to predefine everything, but will explicitly outline what is expected of the contractor.
- Have the contractor be responsible for producing a detailed implementation plan that meets the approval of both parties, namely MENJS and USAID. Subsequently make sure that the implementation plan becomes the master document, on the basis of which progress can then effectively be measured.
- Take the time required (6 months or even longer) to establish detailed planning of the strategies and activities to be carried out in the implementation plan.

RECOMMENDATION 2-9: MONITORING/EVALUATION

USAID should hire an independent monitoring agent whose duties would include monitoring, commenting on quarterly reports, advising the steering committee and assisting the contractor in designing and maintaining a performance measurement framework, in addition to monitoring partnerships with private and public sector organizations.

RECOMMENDATION 2-10: PARTNER ORGANIZATIONS

Avoid choosing partners without recourse to competitive bids. A system that does not promote competition and competitiveness in resource allocation risks falling short of the efficiency objective, defined as being the 'best quality at the best price' principle.

RECOMMENDATION 2-11: FUNCTIONAL PARTNERSHIPS

The short-term development of partnerships (with MENJS and the Private sector) at the supervision/inspection level would indeed be a major challenge, and the ED2004 project could make a significant contribution either in the coming year or during the second phase of the project.

RECOMMENDATION 2-12: THE FUTURE OF SCHOOL INSPECTORS

In a context of limited financial resources, any debate over the school inspection function should be as objective as possible. An academic resource management approach based on results rather than processes could induce decision-makers to favor a system that values and empowers those who manage schools well. The ED2004 project should be involved in that debate in the future.

RECOMMENDATION 2-13: MORE RESPONSIBILITY FOR SPONSORS

During the next phase of the ED2004 project more responsibilities should be transferred to Sponsors, particularly NGOs and other institutions already working in the education sector.

RECOMMENDATION 2-14: EVALUATION OF SPONSORS

Despite the difficulties inherent in designing an objective sponsor evaluation methodology (given their different levels of involvement), it is important that ED2004 compare sponsors based on results achieved.

RECOMMENDATION 2-15: CORE SCHOOLS

It is important to revert to the initial concept of the core school, which is the center of a network of schools in a community. The core school with its strong standards (the current ED2004 criteria) forms a partnership with other schools in the community (regardless of their structural level), creating a cluster that includes both strong and weak schools.

RECOMMENDATION 2-16: SCHOOL SELECTION

During the coming year, or at least during the 3-year extension phase, new schools joining the clusters should make the first move, and a mechanism should be established to receive and analyze requests.

RECOMMENDATION 2-17: ONGOING TRAINING OF TEACHERS AT MENJS

During its extension phase, the ED2004 project must design its teacher training modules by linking them with what has been developed by MENJS in that field. The experience acquired by the ED2004 project could contribute to the development and implementation of a realistic program.

RECOMMENDATION 3-1 : SCHOOL STATISTICS

Reinforce the monitoring system of classroom data collection, including teachers' behavior and pedagogical skills, and of school statistics, especially the teachers' and students' attendance records. This will allow a better tracking of the evolution of the academic success and of the quality of teaching.

RECOMMENDATION 3-2 : MATH TEST

Revise the math test used by ED 2004 to measure the student performance in order to avoid cultural bias and to better comply with the MENJS official curriculum.

RECOMMENDATION 3-3 : USE OF THE EVALUATION INSTRUMENTS

On the basis of the data collected by the evaluation team, especially the data related to the 1999-2000 school year, set up a database on the actual situation in the school which will serve as a basis for assessing the future performance of the project more systematically. To this end, the tolls developed in collaboration between the evaluation team and the ED 2004's CTEQ should be integrated to the existing instruments used by the project and, in some cases, the evaluation tools could even replace existing instruments, particularly those related to classroom observation.

RECOMMENDATION 3-4 : REINFORCE THE TRAINING

Reinforce the teachers' training activities in placing emphasis on a more efficient use of the various pedagogical tools and aids, such as : the use of statistics in school management, the use of lessons objectives and class preparation notebooks in support to the pedagogical relation between the teacher and the student, the detailed program (official curriculum) as a teaching planning and working tool.

RECOMMENDATION 3-5 : OVER-AGED STUDENTS

Integrate the issue of over-aged students in the project's rationale since it became evident that, according to the results of the analysis of the academic success, taking the makeup of school groups and classes into consideration is a priority to improve the quality of education in Haiti.

RECOMMENDATION 3-6 : COMPLEMENTARY STUDIES

Conduct complementary studies to better identify the determinants of girls' academic success and to identify the links between the socio-economic characteristics of the school environment and the school canteen, and their impact on school success.

RECOMMENDATION 4-1: DETAILED IMPLEMENTATION STATEMENTS

The ED2004 team in Port-au-Prince must be given more detailed information on subcontractors' expenditures in Washington, and sooner, in order to conduct better monitoring of project operational tasks.

RECOMMENDATION 4-2: UNIT COSTS

A definitive calculation of a series of unit costs should be determined per performance indicator for task 03 (school services). It could be used for project monitoring (comparing the cost of cohorts) and for the final evaluation.

RECOMMENDATION 4-3: DEVELOPMENT OF MIS

The distribution, archiving and access to contract information must be reconsidered. Budget information and the accounting system must be compatible, and this information must be linked to information on performance indicators for effective follow-up of sponsors' results.

Appendices

Appendix 1-1

Liste des personnes rencontrées

PERSONNES RENCONTRÉES

APV

Yvon Yacinthe Faustin, Directeur technique

CARE

Frédérique Lehoux , Directrice régionale adjointe, Nord-Ouest / Artibonite
Linde Rachel, Conseillère, Suivi & Evaluation
Nellie Jentillon, CCP / Gonaïves
Wilner Termilus, Assistant project manager, responsable du dossier ED2004 / Gonaïves

CRS / Cayes

Todd Holmes, directeur régional
Levelt Robert, project manager, chargé du dossier ED2004

ÉCOLES

. Ecole St-Siméon, Croix-des-Bouquets
Père Samuel St-Louis, administrateur de l'école, Eglise Episcopale

. Ecole de l'Armée du Salut, Petit-Goâve
Joseph Bonhomme, directeur

. Ecole Sacré-Cœur National, Petit-Goâve
Elysé Mingot, secrétaire du comité de gestion

. Ecole mixte communautaire de Chinciron (Fonds Baptiste)
Vertilus Jean, Fondateur, président du comité des parents

ED 2004

Jean Georges Dehasse, Directeur des Activités
Maryline Louis, Administrateur et responsable de la Cellule de suivi
William Michel, spécialiste en monitoring et évaluation

Nicole Racine, responsable du programme FAD

Susan E. Schuman, responsable de la CTQE, spécialiste en développement curriculaire
Concha Gonzalez, membre de la CTQE

Jean-Michel Charles, membre de la CELLOP, correspondant / Sponsors
Jean-Marc Zamor, membre de la CELLOP, correspond / Sponsors
Georges Nicolas, membre de la CELLOP, correspondant / Sponsors

Emmanuel Jean, membre de la CPCR
Harold Narcisse, membre de la CPCR

FONHEP

Vania Berrouet, Directrice générale
Desroches, membre du CA de la FONHEP

FOSCASEC

Dr Guillaume André, fondateur
Cherubin Franz Gesner, ECP

MENJS

Joël D. Jean-Pierre, Directeur de cabinet du ministre / Directeur général
Kénold Moreau, ex-Directeur général
Walter Gédéus, Directeur, Direction de la Formation et du Perfectionnement
Kerline Dessalines, Responsable de la Formation continue
Reine Leroy, consultante, secrétaire de la Commission Nationale sur le Partenariat
Marie-Yolène Thevenin, Directrice, Direction de l'Enseignement Fondamental
Luc Tany, chef de service, DEF
Jocelyn Halaby, chef service licence DAEP
Creutzer Mathurin, responsable, DESRS
BDS de Croix-des-Bouquets
Ghilaine Bastien, inspectrice principale

BDS de St-Marc

Jacques Touny, inspecteur principal

BDS de Petit-Goâve

Lorrelien Jean Wesner, inspecteur de zone
St-Jour Claudin, inspecteur de zone
Cribe Ifanes, inspecteur de zone

DDE de Gonaïves

Charles-Edouard Killick, Directeur départemental

DDE de l'Ouest

Adler Alexandre Léandre, Directeur départemental

DDE des Cayes

Claudette Delorme, Chef service, Ressources humaines
Lamercie Jean, inspectrice zone 9
Mélanie Génosier, inspectrice zone 2
Sylvestre Jean-Robert, inspecteur zone 3 (district de Port-Salut)

PAEH

Joël Desse, Conseiller pédagogique

PAENA

Benoît Fournier, chef de projet

PAM

Mario Touchette, chargé de projets, chargé du dossier ED2004
Nancy Exilas, Formatrice de Formatrice

SADA

Alistair Rodd, représentant
Guy Claireville, ECP, Fonds Baptiste

SAVE THE CHILDREN

Sophie Makonnen, responsable éducation, chargé du projet ED2004

Odnel Eleazard, Program director, Grand-Goâve
Romie Alexis, FF (SAVE et APV)
Gilles Rénold, enseignant, grappe de Dano
André Jean Maxan, enseignant, grappe de Dano
Baptison Wilbert, secrétaire du Comité de la grappe

STEM

Pasteur Morissette, fondateur
Jean-Gary Pierre, CCP,
Edmond Jean-Paul, Coordonnateur adjoint,
Micarme Soifaite, ECP
Francine Buchmann, directrice Ecole-Pilote Internationale,

UNIQ

Michaëlle Auguste St-Natus
Emmanuel Bazile, FF, basé à Port-au-Prince
Réginald Paul, FF, basé à Port-au-Prince
Emmanuel Filippi, ECP grappe de Mont-Rouis
Lulu Pierre, ECP, grappe Croix-des-Bouquets

USAID

Marion Warren, directrice de programmes
Yves Joseph, spécialiste éducation

Appendix 1-2

Cadre logique

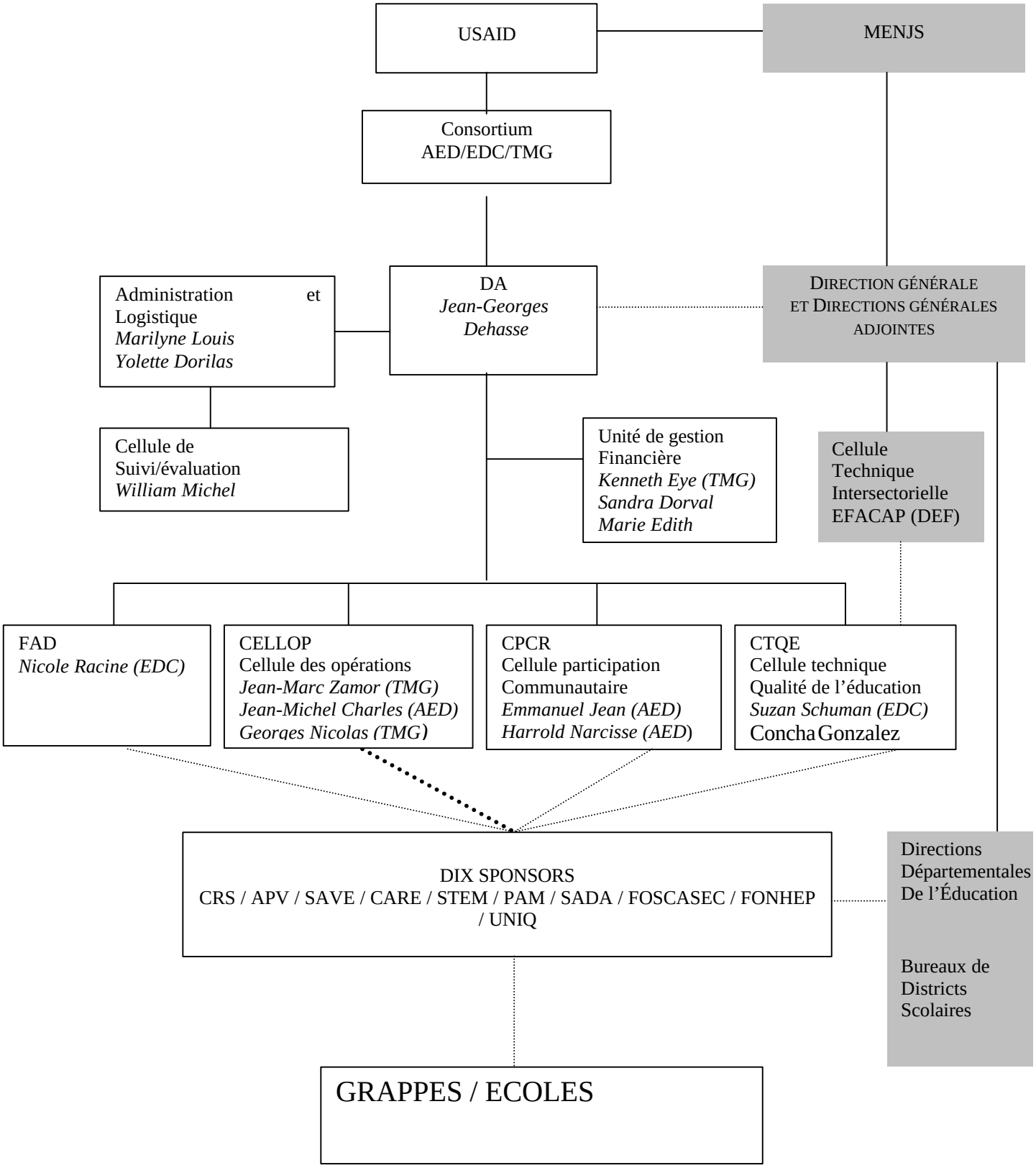
CADRE LOGIQUE

Projets →	*Produits et stratégies* →	*Résultats intermédiaires* →	*Résultats* →	*Objectifs stratégiques*
ED2004 EFS II SOAG	**Produits** ▪ Formation des maîtres, directeurs et communautés ▪ Formation à distance ▪ Fourniture de matériel pédagogique ▪ Programmes de cantine scolaire ▪ Mise en place d'EFACAP **Stratégies** ▪ Partenariats ▪ Approche par grappe ▪ Équité des sexes ▪ Dialogue de politiques **Gestion/évaluation** ▪ Contrôles appropriés des finances et des approvisionnements ▪ Établissement de systèmes de suivi adéquats	IR-4.1.1 L'enseignement et l'apprentissage sont améliorés dans les écoles primaires IR-4.1.2 Les communautés supportent davantage leurs écoles IR-4.1.3 Un cadre de collaboration amélioré entre les secteurs privé et public	IR-4.1 Amélioration de la qualité de l'enseignement primaire *IR-2.3* *Les organisations de la société civile promeuvent les principes environnementaux* *IR-3.3* *Autonomisation des femmes* *IR-5.1* *Les organisations de la société civile influencent positivement les politiques*	SO-4 Accroissement des capacités humaines *SO-2* *Ralentissement de la dégradation environnementale* *SO-3* *Des familles de taille désirée en meilleure santé* *SO-5* *Une meilleure gouvernance ouvertement démocratique*
Indicateurs de performance	FORMATION DES MAÎTRES, DIRECTEURS ET COMMUNAUTÉS ▪ % d'enseignants, de directeurs et de membres de la communautés formés dans la grappe qui utilisent efficacement les nouvelles approches pédagogiques et de gestion FORMATION À DISTANCE (FAD) ▪ % d'enseignants formés qui utilisent avec efficience la technologie FAD ▪ % des leçons données via la FAD FOURNITURE DE MATÉRIEL PÉDAGOGIQUE ▪ % des écoles/classes des grappes qui reçoivent le kit pédagogique ▪ % du matériel pédagogique effectivement utilisé en classe CANTINES SCOLAIRES ▪ % des élèves qui reçoivent un repas à l'école ÉTABLISSEMENT DES EFACAP ▪ Nb d'écoles réhabilitées ▪ Nb de maîtres formés en EFACAP	IR-4.1.1 Accroissement de la note moyenne en mathématiques et lecture créole à la fin de la 3e année R-4.1.2 ▪ % d'écoles du projet dont les groupes de travail ou parents d'élèves ont au moins 2 réunions annuelles et qui mettent en place un petit projet ▪ % de jours de fréquentation scolaire sur le nombre total de jours où l'école est ouverte IR-4.1.3 ▪ % d'écoles du projet ED 2004 qui ont une licence ou qui en ont fait la demande	IR-4.1 % des élèves des écoles du projet qui passent de la 3è année à la 4è année et de la 4è année à la 5è année à la fin de l'année scolaire *IR-4.2* *Nombre d'orphelinats recevant une aide via les organisations appuyées par l'USAID* *IR-4.3* *Nombre d'abonnés au service Internet*	SO-4 % d'élèves de la 6è année qui réussissent l'examen du CEP

Appendix 2-1

Organigramme

ORGANIGRAMME ED2004

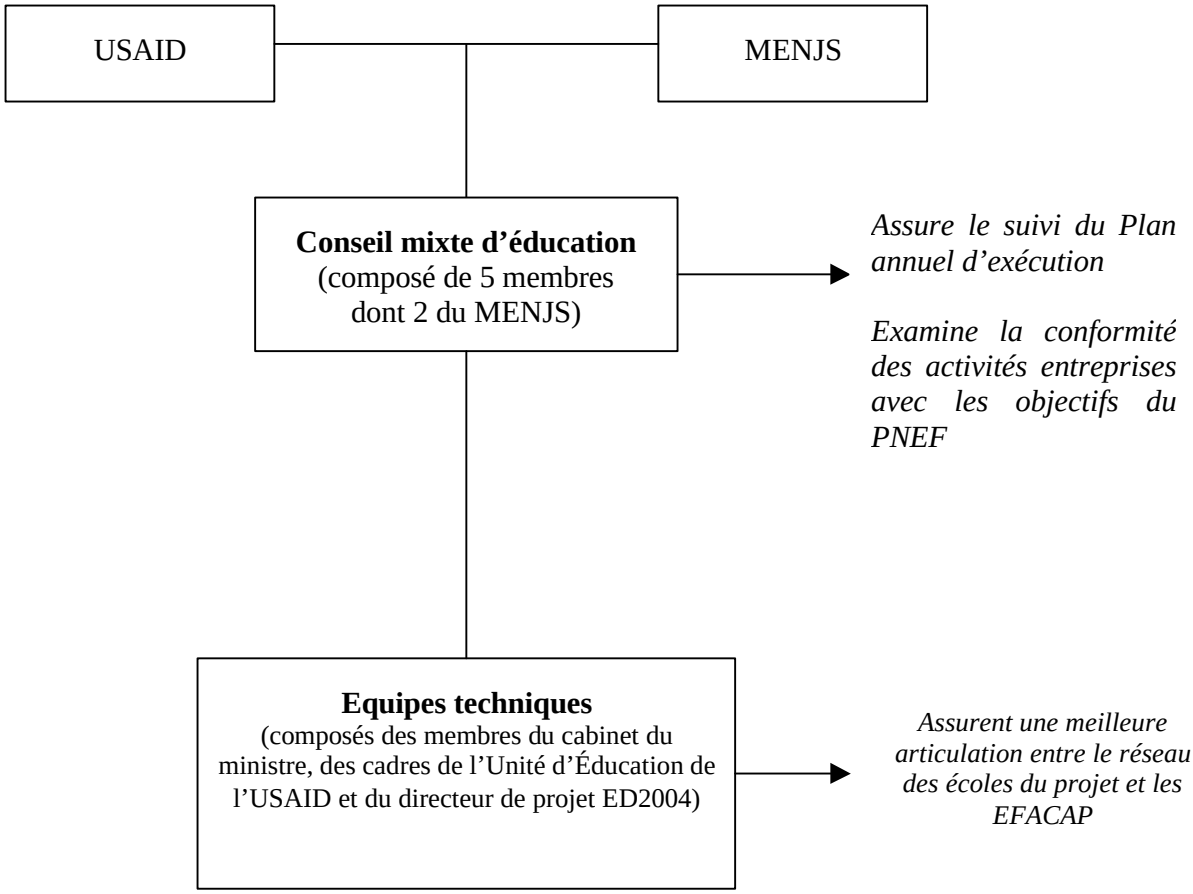


Appendix 2-2

Organigramme structurel

Organigramme du projet ED2004

selon le mémorandum d'entente du 10/09/98



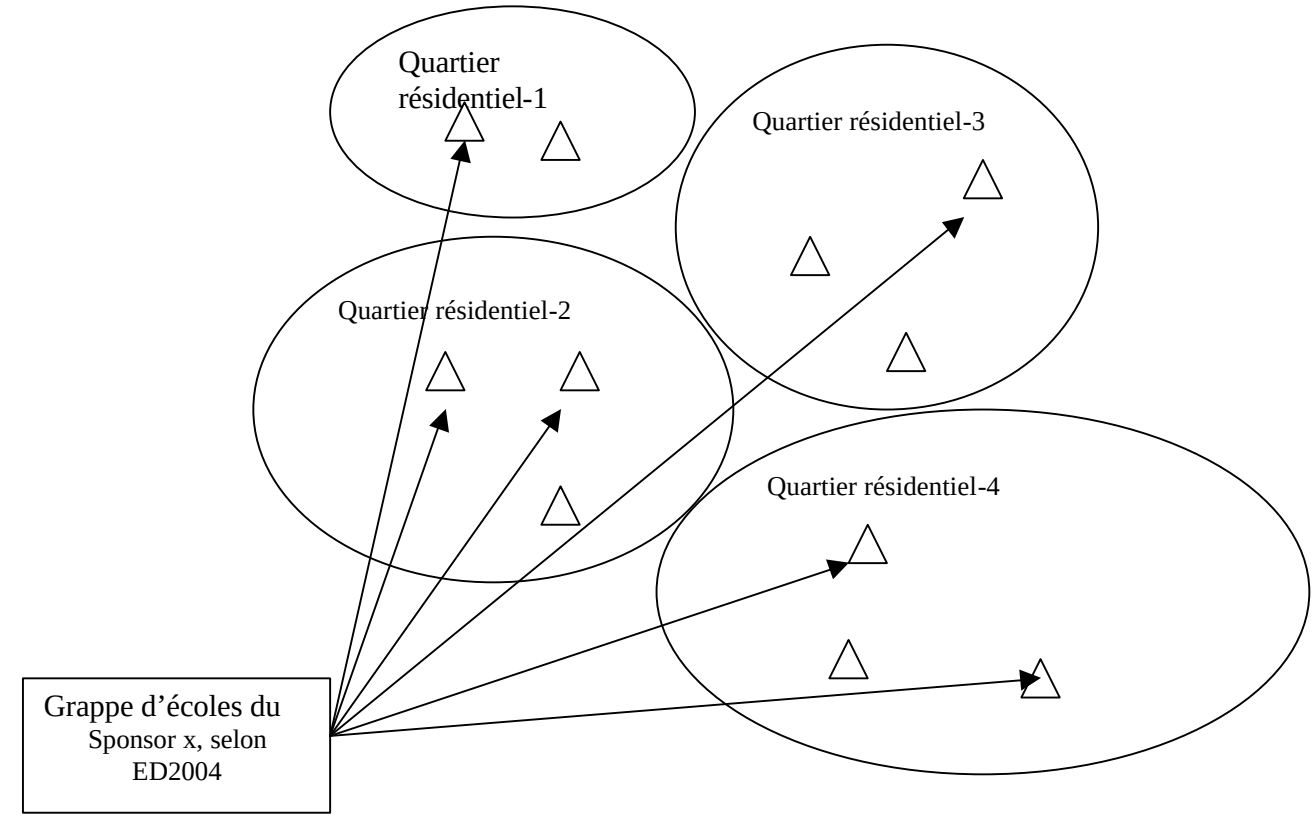
La première rencontre du Conseil mixte a lieu le 17 juin 1999: le MENJS demande des rapports d'activités.

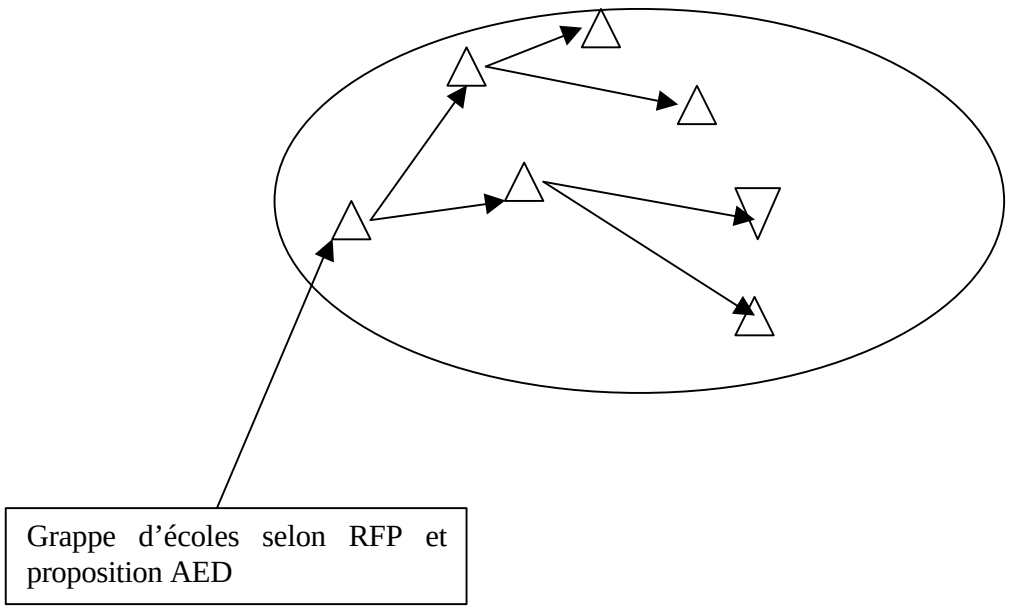
Appendix 2-3

Choix des écoles d'une grappe

DEUX MODÈLES DE GRAPPES

△ : école





Appendix 2-4

Analyse du matériel pédagogique

par
Rose Esther Sincimat

1. Introduction

Ce document porte sur l'analyse "genre" (suivant les principes d'égalité des sexes) du matériel pédagogique produit par le projet Ed 2004. Il s'agit de rechercher si les contenus des matériels didactiques produits par ce projet contiennent des stéréotypes sexistes discriminatoires à l'endroit des filles ou des femmes ou s'ils en sont exempts. Nous cherchons aussi à déterminer s'ils promeuvent des attitudes favorables à l'équité des genres, plus précisément si les contenus véhiculent des messages positifs valorisant à la fois les hommes et les femmes.

L'école, plus que tout autre endroit, est considérée comme le lieu où l'on reçoit une instruction qui peut, de ce fait, jouer un rôle capital dans la modification des attitudes socioculturelles qui perpétuent la discrimination sexuelle. Ces attitudes peuvent se trouver à travers les messages véhiculés par le matériel didactique, comme également se percevoir dans la cour de récréation, les salles de classe et la vie quotidienne. Il est donc essentiel de veiller à ce que des images dévalorisant la femme et valorisant l'homme ne soient pas présentées dans les manuels destinés aux élèves et dans les guides pédagogiques des professeurs. Car le livre est un outil à deux tranchants : il peut contribuer à la formation de l'élève au niveau des rapports sociaux conformes à l'équité des genres, tout comme à des rapports sociaux favorisant les stéréotypes sexistes et ce, dépendant du contenu.

Note : *Afin de faciliter la lecture du document, le masculin est utilisé pour les deux genres, sans discrimination aucune.*

2. Méthodologie

2.1 Matériel didactique

A) L'échantillon

Nous avons examiné le matériel suivant produit par le projet Ed 2004 :

- Manuel du facilitateur
- Manuel de l'animateur
- Cahier du participant

Nous avons également examiné le matériel FAD produit par la FONHEP pour le projet Ed 2004.

B) Niveau d'enseignement

- Le niveau d'enseignement retenu, l'école fondamental, plus particulièrement les 2è et 3è Années.

C) Disciplines considérées

- Deux disciplines enseignées ont été retenues :
  - Lekti (lecture)
  - Matematik (mathématiques)

La liste du matériel didactique consulté est présentée en annexe.

2.2 Les grilles d'analyse

Nous avons retenu l'analyse de contenu qualitative, sans négliger d'attirer l'attention sur l'analyse quantitative et celle du sexisme grammatical.

L'analyse qualitative porte sur :

- La localisation qui permet de situer dans l'espace les hommes et les femmes et d'identifier les lieux qu'ils occupent.

- Les attitudes qui aident à rendre compte des comportements se traduisant soit par des qualités et défauts affectifs, soit par des qualités et défauts volitifs.

- Les rôles qui permettent de déterminer le statut social à travers les activités des personnages.

N.B : Pour l'analyse, nous avons retenu les exemples de texte, les manuels des facilitateurs et animateurs et les cahiers des participants ainsi que les textes des manuels produits par FAD/FONHEP, Ed 2004-FONHEP.

3. Analyse qualitative des stéréotypes sexuels

Dans les différents manuels des facilitateurs et animateurs et dans les cahiers des participants, la problématique de genre en éducation n'a pas été prise en compte. Aucun des objectifs des différentes journées pédagogiques et des ateliers n'a été formulé sur la manière de reconnaître les stéréotypes sexistes discriminatoires à l'endroit des filles et des femmes dans les manuels scolaires, ni comment procéder à leur élimination. Ce qui sous-entend que cette problématique n'a pas été une priorité.

La seule et unique fois qu'on a souligné le problème de genre, c'est au cours du mini-atelier (cohorte 1) sur l'éducation à la citoyenneté, mais au niveau des études de cas. Parmi les cas proposés, il y en a un (le cas 3) qui se réfère à la question d'équité des genres en salle de classe. Le projet Ed 2004 n'a pas de poste de spécialiste en genre ; cependant, à la CTQE, on peut trouver une spécialiste en éducation qui a aussi une expertise en genre. Lors d'un entretien avec cette personne, nous avons pu noter ce qui suit :

"Il y a un cours sur l'équité de genre qui a été donné aux encadreurs, mais c'est tout à fait externe au projet Ed 2004. L'expert venait directement des Etats-Unis. Et, en ce sens, Ed 2004 n'a pas produit de matériel autour de cette question. Au niveau des encadreurs, on a autant de femmes que d'hommes ; pour les sponsors, on trouve des femmes mais pas autant que d'hommes. Lors des journées pédagogiques et des ateliers, on rencontre plus d'hommes que de femmes car, sur le terrain, les hommes sont plus nombreux à être directeurs d'école que de femmes directrices. C'est un problème complexe."

3.1 Les personnages

1) Les personnages pris en exemple dans les manuels et les cahiers des facilitateurs et participants.

Les personnages masculins sont en plus grand nombre que ceux dits *féminins*. Dans les 10 textes proposés et les 4 groupes d'exercices, l'homme est toujours le personnage central. Ce qui sous-entend que les exemples de textes et d'exercices n'ont pas été pris en fonction de l'équité des genres, d'où il en ressort une supériorité masculine.

2) Les personnages dans tous les textes et les images des manuels produits pour FAD par FONHEP-Ed 2004.

Les personnages masculins et féminins sont représentés dans les mêmes proportions et dans «Lekti nèt ale» 2è et 3è Années et dans «Lekti nèt ale ak matematik se zafè pa m». Le plus souvent, on rencontre des termes qui font allusion aux enfants masculins et aux enfants féminins tels *timoun*, *elèv* (les enfants, les élèves). Dans le guide des professeurs, ce sont les mêmes représentations qu'on retrouve. Ce qui sous-entend qu'il y a une tendance à valoriser les deux sexes. Dans le texte «Matematik pou nou fasil (*Les mathématiques faciles pour nous*)», nous lisons :

«Ti fi tankou ti gason
Kapab fè tout operasyon
Ti fi tankou ti gason
Matematik fasil pou nou
(*Les filles comme les garçons*
Peuvent faire toutes les opérations
Les filles comme les garçons
Les mathématiques sont faciles pour nous)»

Au niveau de la page couverture de «Lekti nèt ale» 2è et 3è Années et «Lekti nèt ale ak matematik se zafè pa m», les images reflètent l'équité des genres en éducation. La petite fille et le petit garçon remplissent le même rôle. Car on valorise et la fille et le petit garçon, sans considération du sexe. Chacun est sur le même pied d'égalité.

3.2 La localisation de l'action dans les textes

1) Dans les textes et exercices pris en exemple dans les manuels et cahiers des facilitateurs et participants, les lieux sont en général conformes aux activités, mais les textes projettent les pratiques traditionnelles. Les filles et les femmes sont à l'école, à la maison tandis que les hommes sont dans la rue, au travail ou dans les lieux d'exploration, comme la plage, la forêt. Parfois, les femmes se trouvent dans les mêmes lieux que les garçons, mais plutôt en tant que personnages secondaires.

2) Dans les textes et les images des manuels et guides des professeurs produits pour FAD par Ed 2004-FONHEP, il n'y a pas de différence marquante quant à l'espace occupé. Les filles et les garçons se retrouvent dans les mêmes lieux, des fois pour effectuer ensemble le même travail, des fois les uns complétant le travail des autres. Dans le texte «Okipasyon nan fanmi Manita (Occupation dans la famille Manita)» nous pouvons lire :

«Sonson al pran dlo
Manita lave veso yo
(*Sonson va à la recherche de l'eau*
Manita lave la vaisselle)»

Ce sont des activités incitatives qui conduisent vers l'équité de genre, la tâche d'aller chercher de l'eau n'incombant pas seulement à la femme, l'homme le fait également. Ces textes peuvent contribuer à éliminer les stéréotypes discriminatoires à l'endroit des filles et des femmes.

3.3 Les attitudes

3.3.1 Les qualités et les défauts affectifs

- Dans les textes des manuels et cahiers des facilitateurs, on présente des femmes joyeuses, obéissantes, respectueuses qui se comportent bien à la maison, à l'école. En ce qui a trait aux défauts affectifs, on montre des femmes jalouses, émotives, haineuses. Les hommes sont présentés comme des gens honnêtes, courageux. Quant aux défauts affectifs des hommes, on les présente comme des brigands, des fuyards et des non-protecteurs. On souligne les qualités et les défauts des hommes et des femmes, mais la tendance qui se dégage tend à *rendre* les hommes *prioritaires* par rapport aux femmes.

- Dans les textes et images des manuels produits pour FAD par FONHEP Ed 2004, on ne présente pas des filles ou des garçons ayant des défauts ou des qualités. On lance des invitations et on conseille aux enfants (filles ou garçons) d'adopter certaines attitudes, on leur demande d'être des filles et des garçons prudents, respectueux, vertueux, on leur conseille d'avoir l'esprit de partage, de respecter les règlements de l'école, le bien d'autrui, de protéger l'environnement. Ces conseils s'adressent aux deux sexes, il y a un équilibre, et chaque fois qu'on considère un garçon, on considère une fille. Ce qui signifie que l'équité des genres est prise en considération. Dans les images, ce sont les mêmes représentations, les filles et les garçons sont présents sans aucune marque de supériorité. Il faut noter que les qualités affectives et volitives sont plus représentatives que les défauts. Ce qui pousse à dire qu'on recherche les attitudes positives **;** de plus, on essaie d'éliminer les stéréotypes sexistes quand les filles et les garçons sont présentés de manière équitable avec les mêmes qualités et défauts.

3.3.2 Les qualités et défauts volitifs

- Dans les textes des manuels et cahiers des facilitateurs et participants, on présente des hommes créatifs, actifs, courageux, qui manifestent de la grandeur. Les femmes sont sous-représentées et les qualités volitives n'apparaissent presque pas. En ce qui concerne les défauts volitifs, la peur est partagée, on la trouve et chez les hommes et chez les femmes.

- Dans les textes et les images des manuels pour FAD par FONHEP Ed 2004, on pousse les garçons et les filles à développer l'esprit d'initiative, le sentiment d'appartenance, tout converge vers une éducation de qualité axée sur l'équité des genres. Les images et les textes présentés encouragent les filles et les garçons à mettre en valeur leurs potentialités, à cultiver les bonnes habitudes, à avoir le sens de la responsabilité, la reconnaissance de soi et des autres. Presque toutes les images sont tournées vers le coté positif. Ce qui incite aussi à *penser* positif. Il faut aussi souligner que les stéréotypes sexistes n'apparaissent presque pas dans les textes et les images. On a plutôt tendance à faire ressortir des idées centrées sur l'égalité des sexes.

4. Les Rôles

Dans les textes des manuels et cahiers des participants et facilitateurs, c'est le même schéma traditionnel qui prédomine. Les femmes sont beaucoup plus présentes à la maison et remplissent les tâches domestiques ; par exemple, nous pouvons citer : «Sophie cueille une banane, Marie va donner à manger aux poissons».

Même dans les festivités carnavalesques, les hommes sont identifiés comme des êtres supérieurs par rapports aux femmes :

«Mon père porte un masque de magicien, La fille porte un masque de chien».

Les activités professionnelles sont plus l'affaire des hommes que des femmes. Dans les différents exercices, surtout dans les jeux de langage, on parle toujours du maire, du conseiller, du directeur d'école, comme si ces métiers et ces titres n'étaient pas l'affaire des femmes. Ceci montre des formes de stéréotypes sexistes.

- Dans les textes et les images des manuels produits pour FAD par FONHEP-Ed 2004, les femmes remplissent les mêmes rôles traditionnels : on présente des femmes couturières, infirmières. Les femmes font de la broderie, préparent à manger, plantent des fleurs, font le ménage à la maison. Les leçons (8, 11, 20, 57 – pour ne citer que celles-là) confèrent aux filles et aux femmes des activités domestiques, tandis que, au niveau des leçons (6, A2, A3), on présente des garçons et des hommes qui pratiquent la mécanique, la musique, l'architecture. Ce sont des rôles qui présentent des stéréotypes, car les activités mentionnées dans ces textes et qui y sont réalisées par les filles et les femmes ne sont pas valorisées dans la société haïtienne et considérées comme des activités essentiellement féminines. Dans la réalité, on trouve des femmes qui sont ingénieures, agronomes, professeurs, avocates et autres, mais dans les textes et les images, on ne trouve presque pas de représentations de ce genre. Ce sont les clichés d'autrefois qui apparaissent, ce qui signifie qu'il y a une sorte de reproduction des stéréotypes sexistes:

  «Manman liza se kouryè (*La mère de Lisa est couturière*)»
  «Papa Mako se mekanisyen (*Le père de Marco est mécanicien*)»

  Les filles et les femmes sont donc présentées dans leurs activités domestiques et professionnelles habituelles, les garçons et les hommes de même ; comme s'il n'y avait aucune évolution. Prenons par exemple cette partie d'un texte :

  «Sonson di yo : mwen renmen vin chache pwason
  pou Manita ka kwit, paske pwofesè a di nou
  pwason pèmèt kò moun devlope byen
  (*Sonson dit : Je viens pêcher pour que Manita*
  Puisse les faire cuire, parce que le professeur nous a dit que les poissons
  Permettent au corps de se développer)»

Le message véhiculé contient des stéréotypes sexistes, car l'activité que fait le garçon est plus valorisée dans la société que celle de la fille. Il faut également souligner qu'à travers textes et images, le rôle parental est pris en compte. Dans la famille, les interactions se font dans le respect mutuel entre le père, la mère et les enfants (filles et garçons). En dépit de certains messages stéréotypés sexistes qui sont véhiculés à travers les manuels pour formation à distance, ces derniers constituent toutefois des outils d'apprentissage qui peuvent permettre à l'école de jouer sa fonction d'instruction et d'éducation.

5. Conclusion et recommandations

Il apparaît clairement qu'il y a ,dans les textes et les exercices des manuels et cahiers des participants et facilitateurs des stéréotypes sexistes discriminatoires à l'endroit des filles et des femmes. Ce qui signifie que ces textes et exercices n'ont pas été sélectionnés en tenant compte de l'égalité des sexes. Quant aux manuels produits dans le cadre de la formation à distance (FAD) par FONHEP-Ed 2004, les textes et les images offrent aux garçons et aux filles des modèles positifs et des références de valeurs, exempt de tout stéréotype sexiste et où filles et garçons sont présentés sans esprit de compétitivité. Ces manuels véhiculent des images valorisantes de filles ou de garçons et cherchent à promouvoir l'élimination du sexisme.

Pour que l'égalité des chances devienne une réalité, il faut nécessairement éliminer les contenus sexistes de l'enseignement. En ce sens, nous nous permettons de faire ces recommandations au projet Ed 2004 :

- Identifier les textes sexistes, afin de d'éviter de les insérer dans les manuels et cahiers des participants et facilitateurs.
- Organiser des ateliers de formation en matière de «genre» pour tous les acteurs et secteurs impliqués dans le projet.
- Organiser des journées pédagogiques, des ateliers et mini-ateliers autour de la problématique de genre en éducation.
- Faire connaître aux directeurs, animateurs, facilitateurs, parents (père et mère), enfants (garçons et filles), les conventions ratifiées par de nombreux pays durant ces dernières années, priant incessamment les gouvernements à tout mettre en œuvre pour favoriser l'égalité entre hommes et femmes.
- Encourager la production de manuels présentant des modèles valorisants pour les filles et les garçons, dans le souci constant de développer chez eux le sens de la complémentarité.

Liste des manuels et guides des professeurs FAD/FONHEP-Ed 2004

I.- ED 2004 - FONHEP,	Lekti nètale, 2èm edisyon, 2èm ane
2.- ED 2004 - FONHEP,	Lekti nètale, 2èm edisyon, 2èm ane
3.- FAD/FONHEP,	Lekti nètale ak matematik se zafè pam, 3èm ane, Juin 2000
4.- FAD/FONHEP,	Lekti nètale ak matematik se zafè pam, 2èm ane, Juin 2000
5.- ED 2004/FONHEP,	Lekti nètale, gid pwofesè, 3 èm, vesyon revize j iyè 2000
6.- ED 2004/FONHEP,	Matematik se zafè pam, gid pwofesè 3èm anee, 1998, vesyon revize out 2000
7.- ED 2004/FOHNEP,	Matematik se zafè pa m , fig pwofesè 2èm ane, 1999
8. - ED 2004/FONHEP,	Lekti nètale, gid pwofesè, 2èm ane 2èm edisyon

Liste des matériels pédagogiques consultés

I.- Ed 2204:	Atelier des directeurs/trices, cohorte 1 du réseau de qualité, l'encadrement pédagogique, manuel du facilitateur
2.- Ed 2004:	Atelier des directrices et des directeurs, cohorte 1 du réseau de qualité, l'encadrement pédagogique manuel du facilitateur.
3.- Ed 2004:	Atelier des directrices et des directeurs, cohorte 1 du réseau de qualité, l'encadrement pédagogique cahier du participant.
4.- Ed 2004:	Atelier des directeurs/trices, cohorte 1, leadership et participation, manuel du facilitateur.
5.- Ed 2004:	Atelier des directeurs/trices, cohorte, leadership et participation, cahier du participant.

6.- Ed 2004:Atelier intensif d'été, cohorte l, Equipes pédagogiques, manuel du facilitateur, Août 1998.

7.- Ed 2004:	Atelier intensif d'été, cohorte 1, Equipes pédagogiques cahier du participant, Août 1998.
8.- Ed 2004: CTQE	Atelier intensif Noël 98, Thèmes: le programme d'études, la planification de leçon, manuel de l'animateur, Décembre 1998
9.- Ed 2004: CTQE	Atelier intensif Noël 98, thèmes: le programme d'études, La planification de leçon, manuel du participant, Décembre 1998
IO.- Ed 2004:	Atelier intensif Noël 1998, thèmes: programmes d'études, préparation de leçon, manuel du participation, Décembre 1998

1 I.- Ed 2004: Atelier intensif, vague 2, thèmes: le diagnostic de l'école, le diagnostic de la salle de classe, manuel de l'animateur.

12.- Ed 2004: Atelier intensif, vague 2, thèmes diagnostic de l'école diagnostic de la salle de classe, manuel du participant, Décembre 1998.

13.- Ed 2004: Atelier intensif Pâques 99, la didactique de l'expression orale (suite) et la didactique de la lecture, manuel du facilitateur, Mars 99

14.- Ed 2004: Atelier intensif Pâques 99, la didactique de l'expression orale (Suite) et la didactique de la lecture, manuel du participant, Mars 1999.

15.- Ed 2004: Mini-Atelier, cohorte 1, sur l'éducation à la citoyenneté, manuel du facilitateur/trice

16.- Ed 2004: Mini-atelier de pâques, cohorte 1 et 2, la didactique du créole, cahier du participant/e

17.- Ed 2004: Mini-atelier de pâques, cohorte 1 et 2, la didactique du créole, manuel du facilitateur

18.- Ed 2004: Journée pédagogique, Novembre 1999, cohorte 1 le plan d'amélioration scolaire, manuel du facilitateur/trice, Oct. 1999

19.- Ed 2004: Journée pédagogique, Novembre 1999, cohorte 1 le plan d'amélioration scolaire, cahier du participant.

20.- Ed 2004: Journée pédagogique, cohorte 1, évaluation formative, manuel du facilitateur/trice

2 1. - Ed 2004: Journée pédagogique, cohorte 1, la didactique des mathématiques 1 et 11, manuel du facilitateur/trice

22.- Ed 2004: Journée pédagogique, cohorte 1, la didactique des mathématiques 1 et 11, cahier du participant.

23.- Ed 2004: Journée pédagogique sur l'expression orale une priorité, manuel du facilitateur/trice

24.- Ed 2004: Journée pédagogique sur l'expression orale une priorité, cahier du participant.

Liste des matériels pédagogiques consultés

I.- Ed 2204: Atelier des directeurs/trices, cohorte 2 l'encadrement pédagogique, cahier du participant/e.

2.- Ed 2004: Atelier des directrices/trices, cohorte 2 l'encadrement pédagogique, manuel du facilitateur.

3.- Ed 2004: Atelier des directeurs/trices, cohorte 2 du réseau de qualité, manuel du participant, Juillet 1999.

***Ed 2004: Atelier des directeurs/trices, cohorte 2 du réseau de qualité, la gestion administrative, cahier du participant, Juillet 1999

***Ed 2004: Atelier des directeurs/trices, cohorte 2, du réseau de qualité, la gestion administrative, manuel du facilitateur, Juillet 1999

4.- Ed 2004: Atelier intensif d'été, cohorte 2, Equipe pédagogique, cahier du participant.

5.- Ed 2004: Atelier intensif d'été, cohorte 2, Equipe pédagogique, manuel du facilitateur

6.- Ed 2004: Mini-atelier, cohorte 2, sur l'expression oral une priorité, manuel du facilitateur.

7.- Ed 2004: Mini-atelier, cohorte 2, sur l'expression oral une priorité, cahier du participant.

8.- Ed 2004: Journée pédagogique, cohorte 2, la didactique de la lecture, manuel du facilitateur/trice.

9.- Ed 2004: Journée pédagogique, cohorte 2, créer du matériel didactique pour un environnement de qualité dans la salle de classe, cahier du participant.

I0.- Ed 2004: Journée pédagogique, cohorte 2, créer du matériel didactique pour un environnement de qualité dans la salle de classe, manuel du facilitateur/trice.

11.- Ed 2004+ Journée pédagogique, cohorte 2, la didactique de l'expression écrite une autre priorité, manuel du facilitateur/trice

12.- Ed 2004: Journée pédagogique, cohorte 2, la didactique de l'expression écrite une autre priorité, cahier du participant

13.- Ed 2004: Journée pédagogique, novembre 1999, cohorte 2 le programme détaillé, cahier du participant, Octobre 1999

14.- Ed 2004: Journée pédagogique, novembre 1999, cohorte 2 le programme détaillé, manuel du facilitateur/trice

15.- Ed 2004: Journée pédagogique, Octobre 1999, la rentrée scolaire, cahier du participant, Sept. 1999.

Les textes et les exercices analysés

1.- Clio le poisson rouge
2.- Tinan la crevette, une histoire avec dialogue
3.- Toba à l'école
4.- Les fées
5.- Carnaval
6.- Les trois brigands d'après Tomi Ungerer
7.- La vengeance de Grillon
Un texte de Jean Nesmy, les loup, Ed. Delagrave
8.- Le garçon qui racontait des histoires
Un texte de Daniel Pennac, l'œil du loup, coll. pleine lune, Ed Nathan
9.- Après le naufrage
Un texte de Michel Tournier, Vendredi ou la vie sauvage, coll. Folio Junior, Ed Gallimard

10.- Le père et l'enfant
D'après Georges Castera, piti papa 1
11.- Vers l'expression écrite en l ère et 2ème année
12.- Le plan d'études et l'emploi du temps hebdomadaire
13.- Quelques jeux de langage
14.- Les exercices structuraux

Ces textes et exercices se trouvent surtout dans les manuels de didactique de la lecture, de l'expression écrite, expression orale, programmes d'études - préparation de leçon.

Nombre de textes et d'images analysées

- Lekti nètale ak matematik se zafè pa m
3èm ane
  - Chante lekti 48 textes
  - Chante matematik 10

- Lekti nètale, 3èm ane
  - Textes 63
  - Images 63

- Lekti nètale ak matematik se zafè pa m, 2èm ane
  - Chante lekti 52 textes
  - Chante matematik 10 textes

- Lekti nètale, 2èm ane
  - 63 Textes
  - 63 Images

- Manuel des animateurs/trices, paricipant/es, facilitateurs/trices

- Tous les textes et tous les exercices
- 8 textes et 4 types d'exercices
- 4 types d'exercices
  - Vers l'expression écrite en l ère et 2ème année
  - Les exercices structuraux
  - Les exercices de substitution
  - Les jeux de langage

Analyse genre (Suivant les principes de l'égalité des sexes) du matériel pédagogique produit par le projet Ed 2004

Préparé par : Rose Esther Sincimat
Formatrice IFD/ES

Appendix 2-5

Listes des participants aux débriefings

PARTICIPANTS

DEBRIEFING AUPRÈS DES SPONSORS
HÔTEL MONTANA - 20 NOVEMBRE 2000

APV
JEAN PIERRE Claude

CARE
LEHOUX Frédérique

CRS
NORMIL Henri
PELLERIN Agathe

CTQE/ED 2004
GONZALES Concha

ED 2004
CHARLES Jean Michel
DEHASSE Jean
DORILAS Yolette J.
JEAN Emmanuel A.
EYE Kenneth
LOUIS Marilyn
MICHEL William
NARCISSE Harold
NICOLAS Georges
RACINE Nicole
SCHUMAN Susan
ZAMOR Jean Marc

Équipe d'évaluation
FOERESTER Louis-Jean Joseph
NELSON Emmanuella, agent de saisie
PASCAL Jean Eddy

FONHEP
BERROUËT Vanya
DESERT Ulrich
DRY Pierre Joseph
LÉGITIME Chantal D.
LUBÉRISSE Yvrose
SALOMON Adélaïde
VERDIER Evelyne

FOSCASEC
BRUTUS André
GUILLAUME André

PAM
EXILAS Nancy

SADA
THOMAS Paul

SAVE THE CHILDREN
ALEXIS Romie
MAKONNEN Sophie

STEM
EDMOND Jean-Paul, FF
JEAN Henri
PIERRE Jean Garry

UNIQ
BAZILE Emmanuel M.
RICHARD Lionel
ST-NATUS Michaëlle A.

PARTICIPANTS AU DEBRIEFING AU MENJS
21 NOVEMBRE 2000

Outre les membres de la mission et monsieur Yves Joseph de l'USAID, il y avait :

Joël D. Jean-Pierre, Directeur de cabinet du ministre / Directeur général
Kénold Moreau, ex-Directeur général
Walter Gédéus, Directeur, Direction de la Formation et du Perfectionnement
Kerline Dessalines, Responsable de la Formation continue
Reine Leroy, consultante, secrétaire de la Commission Nationale sur le Partenariat
Marie-Yolène Thevenin, Directrice, Direction de l'Enseignement Fondamental
Luc Tany, chef de service, DEF
Joseph Charles Levelt, Directeur, Planification et Coopération externe
M. Laguère, Directeur, Directeur général adjoint, Enseignement et Qualité
Et une dizaine d'agents

Appendix 3-1

Tableaux complémentaires

Tableau A3-1 : Description détaillée de l'échantillon

SERVICE	**Total**	**Privé**	**Public**	**Urbain**	**Rural**	**Cantine**	**S/cantine**
Cohorte 1	10	8	2	6	4	9	1
Cohorte 2	10	10	0	5	5	5	5
FAD	4	4	0	4	0	3	1
Contrôle	7	2	5	5	2	6	1
TOTAL	**31**	**24**	**7**	**20**	**11**	**23**	**8**

SPONSOR	**Total**	**Co 1**	**Co 2**	**Artibonite**	**Nord**	**Ouest**	**Sud**
APV	1		1			1	
CARE	2	2		2			
CRS	2	2					2
FONHEP	2		2			2	
FOSCASEC	2	2				2	
PAM	2	2			2		
SADA	2		2			2	
SAVE	2		2			2	
STEM	2	2		2			
UNIQ	3		3			3	
FAD	4				1	1	2
Contrôle	7			2	1	2	2
TOTAL	**31**	**10**	**10**	**6**	**4**	**15**	**6**

Tableau A3-2 : Caractéristiques des écoles de l'échantillon

Département	*Localité*	*Nom de l'école*	*Type services*	*Type milieu*	*Type école*
Ouest	Cabaret	Patience d'Ange	Co 1	U	Privé
Ouest	Cabaret	Notre-Dame du Mont Carmel	Co 1	U	Privé
Ouest	Carrefour	Collège Eddy Pascal	Co 2	U	Privé
Ouest	Carrefour	Notre-Dame des petits	Contrôle	U	Privé
Ouest	Croix des Bouquets	Notre-Dame du Rosaire	Co 2	U	Privé
Ouest	Croix des Bouquets	St-Siméon	Co 2	U	Privé
Ouest	Dano	Foyer divin	Co 2	R	Privé
Ouest	Dano	El Shaddaï	Co 2	R	Privé
Ouest	Fond Baptiste	Collège mixte Bon berger	Co 2	R	Privé
Ouest	Fond Baptiste	Communautaire mixte de Chinchiron	Co 2	R	Privé
Ouest	Liancourt	Eben Ezer de Liancourt	FAD only	U	Privé
Ouest	Montrouis	Mission possible	Co 2	U	Privé
Ouest	Montrouis	Bon Samaritain	Co 2	U	Privé
Ouest	St-Marc	École nationale de Pivert	Contrôle	U	Public
Ouest	Vallue	Communautaire Gérard Baptiste	Co 2	R	Privé
Artibonite	Bélanger	Etzer Vilaire de Bélanger	Co 1	R	Privé
Artibonite	Gonaïves	École mixte de Chez Madame	Contrôle	U	Privé
Artibonite	Gonaïves	Mixte Jérusalem	Co 1	U	Privé
Artibonite	Gonaïves	Siloé Interdénominationale	Co 1	U	Privé
Artibonite	Leti Haut	Etzer Vilaire de Leti Haut	Co 1	R	Privé
Artibonite	Souvenance	École nationale la Souvenance	Contrôle	R	Public
Nord	Cap Haïtien	Bon Samaritain (Cap Haïtien)	FAD only	U	Privé
Nord	Cap Haïtien	Collège Adventiste du Cap	Co 1	U	Privé
Nord	Cap Haïtien	Nationale Fannelise François	Contrôle	U	Public
Nord	Cap Haïtien	École nationale N-D de Lourdes	Co 1	U	Public
Sud	Chardonnières	Presbytérale St-Georges	FAD only	U	Privé
Sud	Chardonnières	Nationale de Chardonnières	Contrôle	U	Public
Sud	Picot	Évangélique Baptiste de Picot	Co 1	R	Privé
Sud	Roche à bateau	MESBH - Bon Samaritain	FAD only	U	Privé
Sud	Saut Mathurine	Nationale de Saut Mathurine	Co 1	R	Public
Sud	Saut Mathurine	Sainte Agnès de Marceline	Contrôle	R	Public

Appendix 4-1

Glossaire de la Partie 4

Ce glossaire vise seulement à faciliter la lecture de la partie économique de l'évaluation, qui fait ample référence à des documents utilisant des termes techniques américains. Il est présenté sous double entrée : anglais - français, puis français - anglais, organisée chacune par ordre alphabétique.

1. Anglais - Français

Allowances	Provisions pour charges
Chief of Party	Coordonnateur
Fixed Fee	Commissions fixes
Fringe Benefits	Charges sociales
Indirect Costs / Overhead	Coûts indirects
Non-expandable Equipment	Matériel non fongible
Obligations	Engagements
Policy Component	Composante Réformes
Policy Dialogue	Discussion des réformes
Social Marketing	Services subventionnés
Sponsor	Sous-traitant
Supplies	Fournitures
Technical Leadership	Maîtrise d'œuvre technique
Textbooks	Manuels pédagogiques

2. Français - Anglais

Charges sociales	*Fringe Benefits*
Commissions fixes	*Fixed Fee*
Composante Réformes	*Policy Component*
Coordonnateur	*Chief of Party*
Coûts indirects	*Indirect Costs / Overhead*
Discussion des réformes	*Policy Dialogue*
Engagements	*Obligations*
Fournitures	*Supplies*
Maîtrise d'œuvre technique	*Technical Leadership*
Manuels pédagogiques	*Textbooks*
Matériel non fongible	*Non-expandable Equipment*
Provisions pour charges	*Allowances*
Services subventionnés	*Social Marketing*
Sous-traitant	*Sponsor*

Appendix 4-2

Budget ED2004 par tâches

BUDGET ED2004 PAR TÂCHES

	Ensemble	T01 *Administration du projet*	T02 *Maîtrise d'œuvre technique*	T03 *Prestation aux écoles*	T04 *Education à distance*	T05 *Manuels pédagogiques et services*	T06 *Don FONHEP*	T07 *Discussions des réformes*	T08 *EFFA-CAP*
Salaires	1 389 448	423 062	672 492	229 650	-	-	-	19 494	44 750
Charges sociales	209 430	33 329	158 178	-	-	-	-	5 848	12 075
Consultants	89 527	-	23 100	66 427	-	-	-	-	-
Transport et Perdiem	331 819	126 475	91 518	88 508	10 500	-	4 499	10 319	-
Autres coûts directs	800 632	509 295	53 008	170 842	31 588	34 156	83	606	1 054
Total coûts directs	2 820 856	1 092 161	998 296	555 427	42 088	34 156	4 582	36 267	57 879
Coûts indirects	959 092	371 335	339 421	188 845	14 310	11 613	1 558	12 331	19 679
Formation	3 665 590	-	-	3 191 700	348 200	-	-	122 000	3 690
Équip. Et fournitures	1 755 915	190 414	-	137 110	631 764	683 127	-	-	113 500
Dons ONG	2 189 900	-	25 000	164 900	-	-	2 000 000	-	-
Sous-traitants	5 873 155	8 664	1 090 275	2 125 407	2 425 157	32 636	143 516	-	47 500
G & A	264 292	390	49 062	95 643	109 132	1 469	6 458	-	2 138
Provisions pour charges	252 854	-	252 854	-	-	-	-	-	0
Commissions fixes	611	-	-	-	-	-	-	-	611
Budget total	17 782 265	1 662 964	2 754 908	6 459 032	3 570 651	763 001	2 156 114	170 598	244 997

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